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Center for Urban and Regional Affairs

Community Involvement in the Whittier Neighborhood:

An Analysis of Neighborhood Conditions and Neighborhood Change

by

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PREFACE

This publication is an outgrowth of CURA's continuing interest in neighborhoods, neighborhood organizations and the process of change at the intra-city scale. Funds for this project were provided by CURA with the Whittier Alliance providing funds for the telephone interviewing portion of the resident attitude survey. The telephone interviews were carried out by Mid-Continent Surveys Inc.

BRW Inc. (Minneapolis) provided technical assistance and training for the exterior building condition survey.

BACKGROUND

Since January, 1977, the Whittier neighborhood in south central Minneapolis has been the target of a vast, privately-funded revitalization effort. The Dayton Hudson Foundation selected Whittier as a pilot neighborhood for what the Foundation deemed would be a comprehensive and innovative approach to neighborhood revitalization: innovative in that it represented a partnership between private business and neighborhood residents, and comprehensive because the aim was to tackle not one, but a variety of neighborhood problems.

The first year of activity, 1977, was devoted to developing an inventory of neighborhood conditions ranging from zoning and land use to resident attitudes. These data served as the basis for establishing planning criteria and implementation strategies for a revitalization program.

Implementation of the program has been coordinated by the Whittier Alliance, an umbrella organization representing the interests of neighborhood organization, businesses and residents. The Alliance is a non-profit development corporation that operates through a Board of Directors and four committees that represent the major program areas:

- Housing
- Crime
- Business/Agency
- Image

Each committee is responsible for the administration of programs in its area. The inventory of neighborhood conditions showed that an "overriding concern" of the neighborhood is its image: both residents and visitors have a poor image of the neighborhood in terms of both its physical and social qualities. Hence, in addition to the implicit image-building per-

formed by the other committees, the image committee deals specifically with problems of neighborhood image development.

At the conclusion of each of its first two program years, the Whittier Alliance has conducted an internal evaluation of its programs. The evaluations have dealt with the success of each program in terms of goals and objectives, and administrative efficiency. Culminating from this evaluation is the program plan for the subsequent year, incorporating recommendations from the evaluation for changes in existing programs and initiation of new programs.

OVERVIEW

This report seeks to provide a current analysis of neighborhood conditions and resident attitudes based on updated versions of two survey instruments, the building conditions survey and the resident attitude survey. This updated analysis will serve as a basis for assessing the visibility and impact of the Whittier Alliance among neighborhood residents by placing Whittier Alliance activities in the framework of neighborhood needs and changing conditions. As a final note, the report will consider the Alliance's effectiveness in solving the neighborhood's problems and offer recommendations for the Alliance's consideration.

METHODOLOGY AND DATA SOURCES

Building Conditions Survey

In 1977, a building conditions survey examined the deterioration and maintenance levels of both the exterior and, when possible, the interior of every structure in the neighborhood. In 1979, the same survey was repeated for the exterior building conditions only. A detailed description of the survey methodology, and a sample of the survey form, are to be found in Appendix A.

Resident Attitude Survey

In 1977, a resident attitude survey was administered to 277 neighborhood residents (5 percent of the neighborhood households) to determine resident needs, concerns and demographic makeup of the neighborhood. The 1979 version of this survey emphasized resident attitudes about change in the neighborhood, and included questions aimed at assessing the impact and visibility of the Whittier Alliance. A detailed description of the sampling and survey technique, as well as a copy of the survey, are provided in Appendix B.

Additional Data

In addition to the two survey instruments described above this report utilizes data from the following sources:

- Data on building type and density made available by the Minneapolis City Planning Department's Property Management System (PMS) file.
- Data on neighborhood crime collected from the Minneapolis Police Department statistics by Whittier Alliance staff.
- Information on Whittier Alliance program participants compiled by Whittier Alliance staff.
- Minneapolis State of the City report for 1977, 1978, and 1979, prepared by the Minneapolis City Planning Department.

NEIGHBORHOOD CONDITIONS AND NEIGHBORHOOD CHANGE

The purpose of the first section of this report is to present an up-to-date account of the conditions that prevail in the Whittier neighborhood, and to examine change in neighborhood conditions in the past three years. Two survey instruments provide data for this analysis: the building conditions survey and the resident attitude survey. Both instruments were administered as part of the inventory of neighborhood conditions during the spring of 1977, and updated by the Center for Urban and Regional Affairs during the fall of 1979. Neighborhood problems and concerns that

arise from this examination of neighborhood conditions provide a basis for studying and evaluating the impact of the Whittier Neighborhood Alliance in the following section.

BUILDING CONDITIONS

Neighborhood Description

The Whittier neighborhood, an inner city residential neighborhood in south central Minneapolis, was created in 1960 by the Minneapolis City Planning Department. Based on the enrollment area for the Whittier elementary school, neighborhood boundaries were drawn along major commercial streets that break up the residential fabric of south Minneapolis.

Retail and commercial activity in the neighborhood is located almost exclusively along the boundary streets of Lyndale Avenue, Franklin Avenue and Lake Street, and along Nicollet Avenue, running north and south through the middle of the neighborhood. With the exception of two blocks in northeastern Whittier dominated by the Minneapolis Society of Fine Arts and the Minneapolis College of Art and Design, the Whittier neighborhood has been spared the institutional invasion that has occurred in other Minneapolis residential neighborhoods. Institutional land use in the neighborhood has been accommodated primarily by the conversion of existing residential structures to institutional use. The southern tier of blocks is estranged from the neighborhood by railroad tracks that, since 1890, have attracted industry and related land use to the area. The railroad tracks present a barrier so severe that the tracks, rather than Lake Street, have at times been considered the southern boundary to the neighborhood.

The Whittier neighborhood contains a diversity of housing types, ranging from stately mansions in the north central part of the neighbor-

Figure 1
CITY OF MINNEAPOLIS

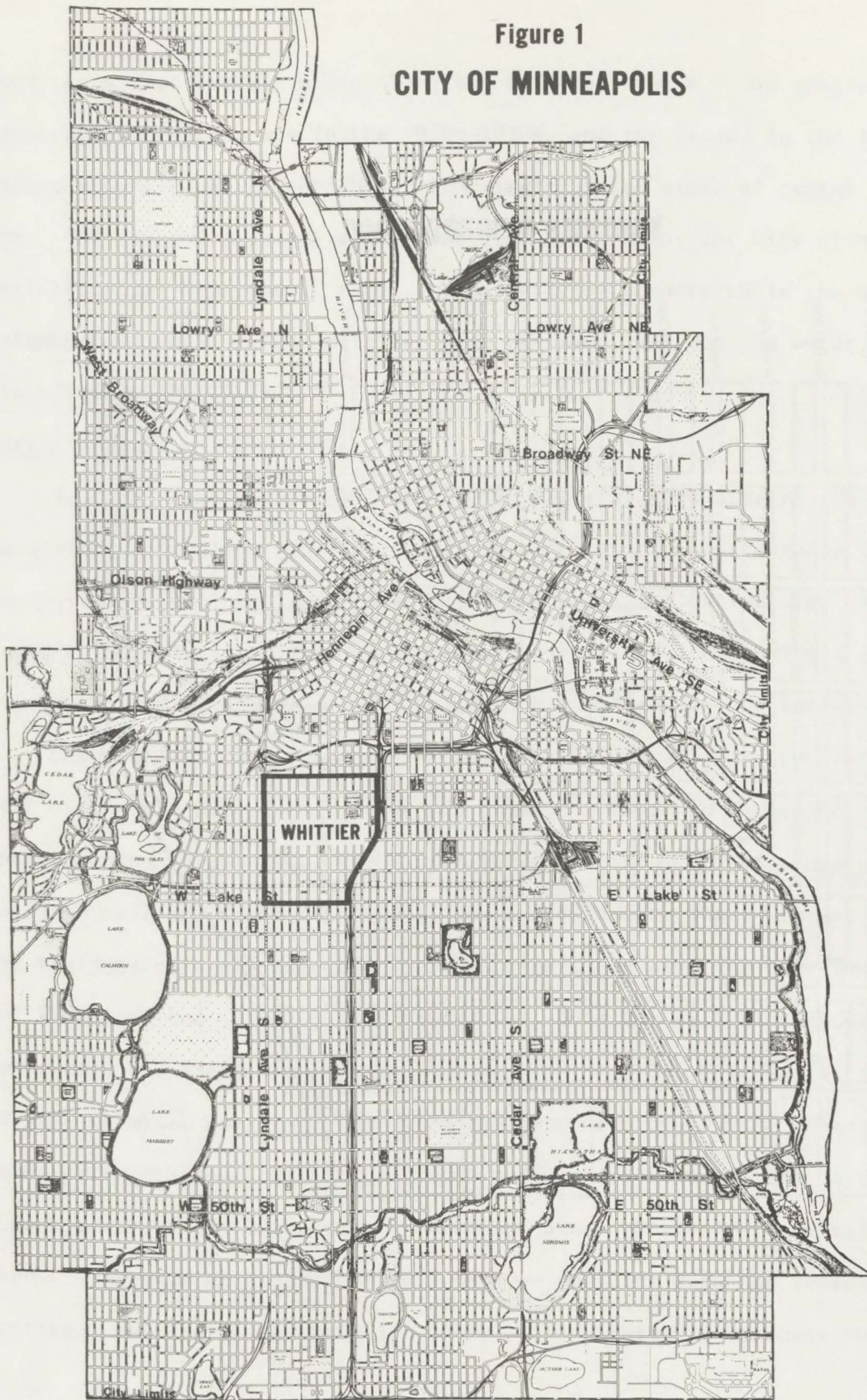
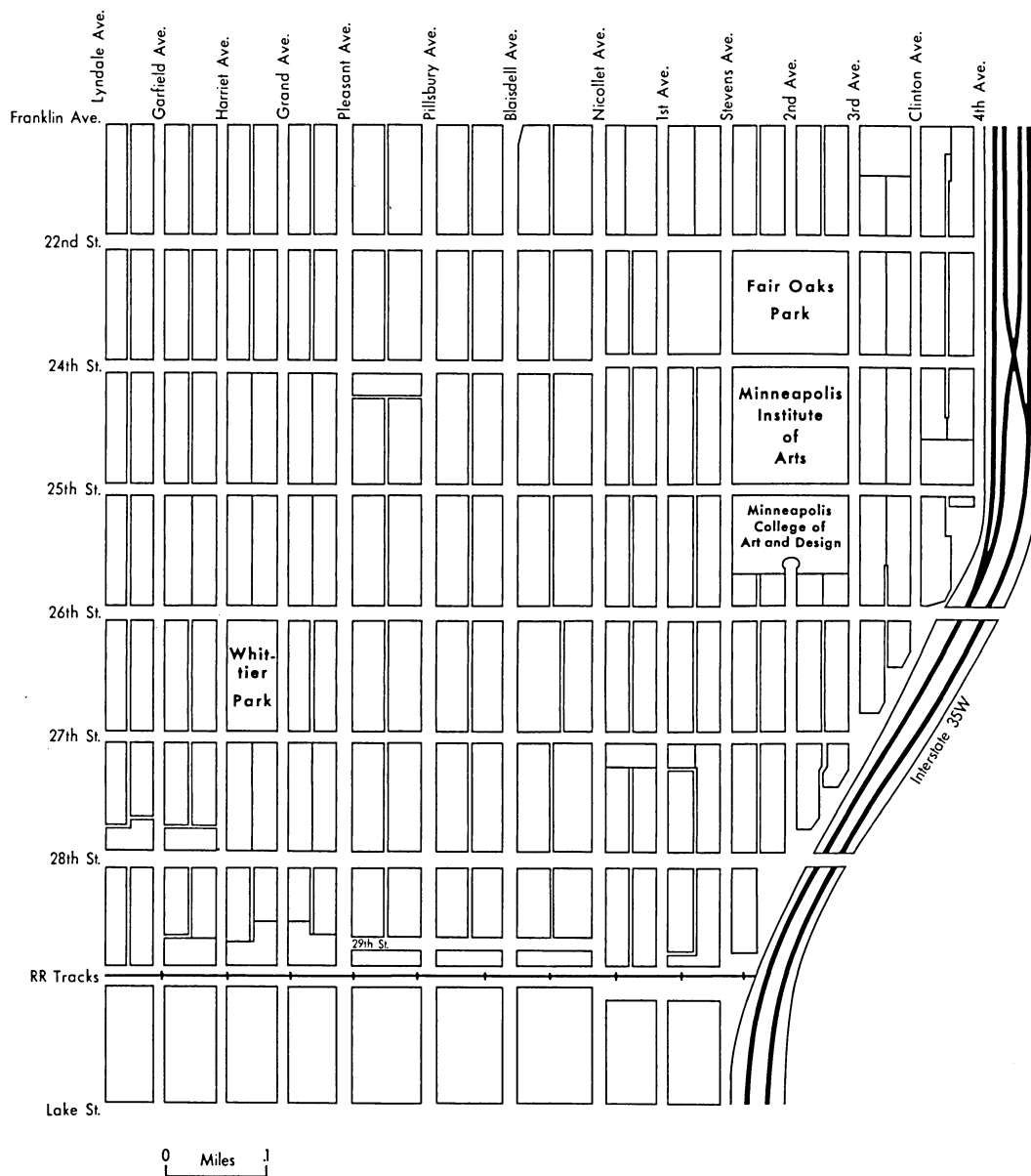


Figure 2
WHITTIER NEIGHBORHOOD



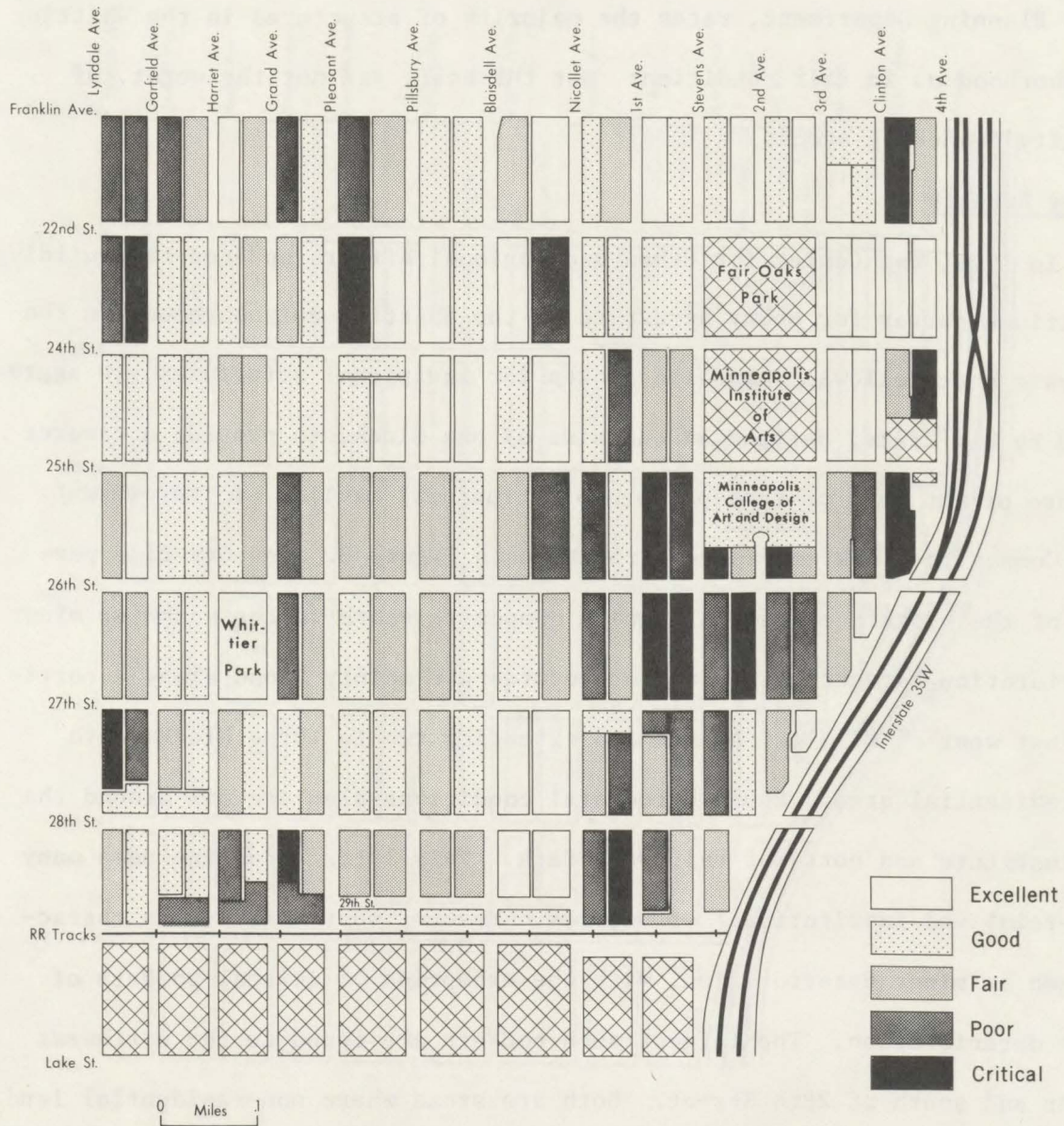
hood, to modest workers homes along the railroad tracks. Two apartment construction cycles, one in the 1920s-1930s, and the second in the 1950s-1960s, supplied the neighborhood with a substantial stock of rental housing. The current property management file prepared by the City of Minneapolis Planning Department, rates the majority of structures in the Whittier neighborhood as in fair condition: not the best, yet not the worst, of the city's housing stock.

Survey Results

In 1979, the Center for Urban and Regional Affairs updated the building conditions survey for every structure in the Whittier neighborhood. In the analysis that follows, composite scores for individual structures are aggregated by blockface, defined as one side of one block, to provide a clearer picture of the geographical pattern of structural decline or improvement.

Composite blockface scores are shown on Figure 3. Seventy-five percent of the blockfaces had an average composite score in the sound or minor deterioration categories. Sound structures are mainly found along a corridor just west of Nicollet Avenue and extending two to three blocks into the residential area. Sound structural conditions also prevail around the Art Institute and north of Fair Oaks Park. This latter area includes many commercial and institutional structures. Most of west Whittier is characterized by minor deterioration, with the exception of several pockets of major deterioration. The largest such pockets are found in the northwest corner and south of 28th Street. Both are areas where non-residential land uses-- commercial and industrial land uses -- conflict with the residential setting. Structures in the major deterioration category dominate much of

Figure 3
STRUCTURAL CONDITION
1979



southeast Whittier. A pocket of minor deterioration hugs the southeastern border along the freeway. The housing in this area is newer apartment buildings interspersed among older single family and duplex structures.

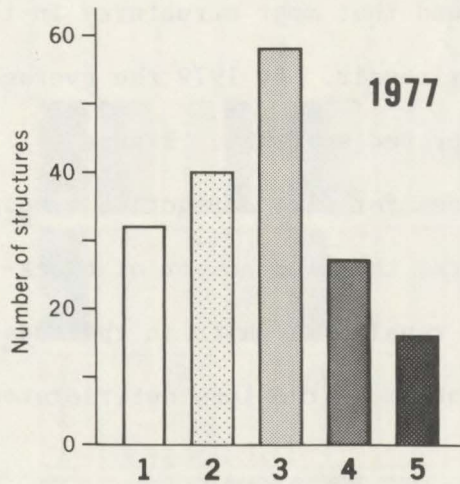
Structural Change

The 1977 building conditions survey found that most structures in the neighborhood fell into the category of minor repair. By 1979 the average condition of neighborhood structures had improved somewhat. Figure 4 shows the frequency distribution of blockfaces for five categories ranging from sound to critical. In both survey years, the same number of blockfaces fell into the two categories of major repair. A shift in the modal score from fair to good indicates improvement among the less deteriorated blocks.

The geographical pattern of sound and deteriorated structural conditions changed between 1977 and 1979. Figures 5 and 6 allow a comparison of 1977 and 1979 structural conditions based on three generalized categories of sound, minor deterioration and major deterioration. Figure 7 shows areas of improvement and decline based on these generalized patterns.

In 1977, the survey indicated sound conditions along a central corridor west of Nicollet Avenue and surrounding the Art Institute and park. Major areas of concern in 1977 were indicated in the southwest corner, in the tier of blocks nestled between 28th Street and the railroad tracks; along the central core of the neighborhood, south of 25th Street along Nicollet Avenue; and in the two northern corners of the neighborhood. Most of west Whittier was found in need of minor rehabilitation and preventive maintenance, with some pockets where the need for major rehabilitation was indicated.

Figure 4
STRUCTURAL CONDITION SCORES



- 1** = Excellent: average structure is in sound condition
- 2** = Good: average structure requires minor rehabilitation and/or routine maintenance
- 3** = Fair: average structure shows widespread need of minor rehabilitation and/or isolated need for major rehabilitation
- 4** = Poor: average structure requires widespread major rehabilitation
- 5** = Critical: average structure requires major rehabilitation and/or critical repairs

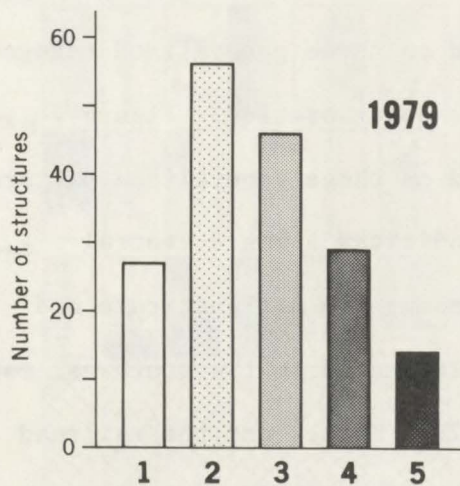


Figure 5
GENERALIZED STRUCTURAL CONDITION
1979



Figure 6
GENERALIZED STRUCTURAL CONDITION
1977

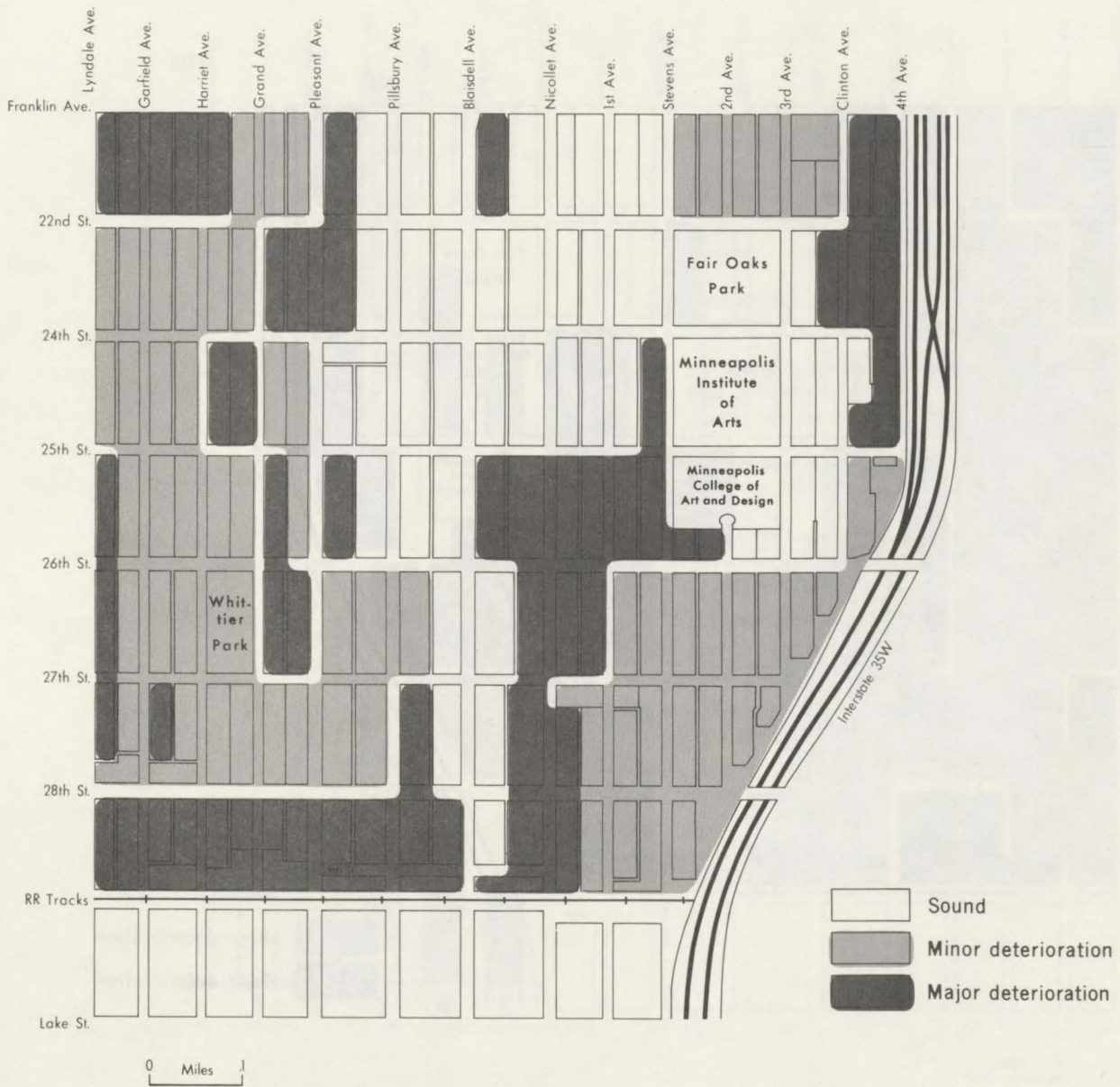
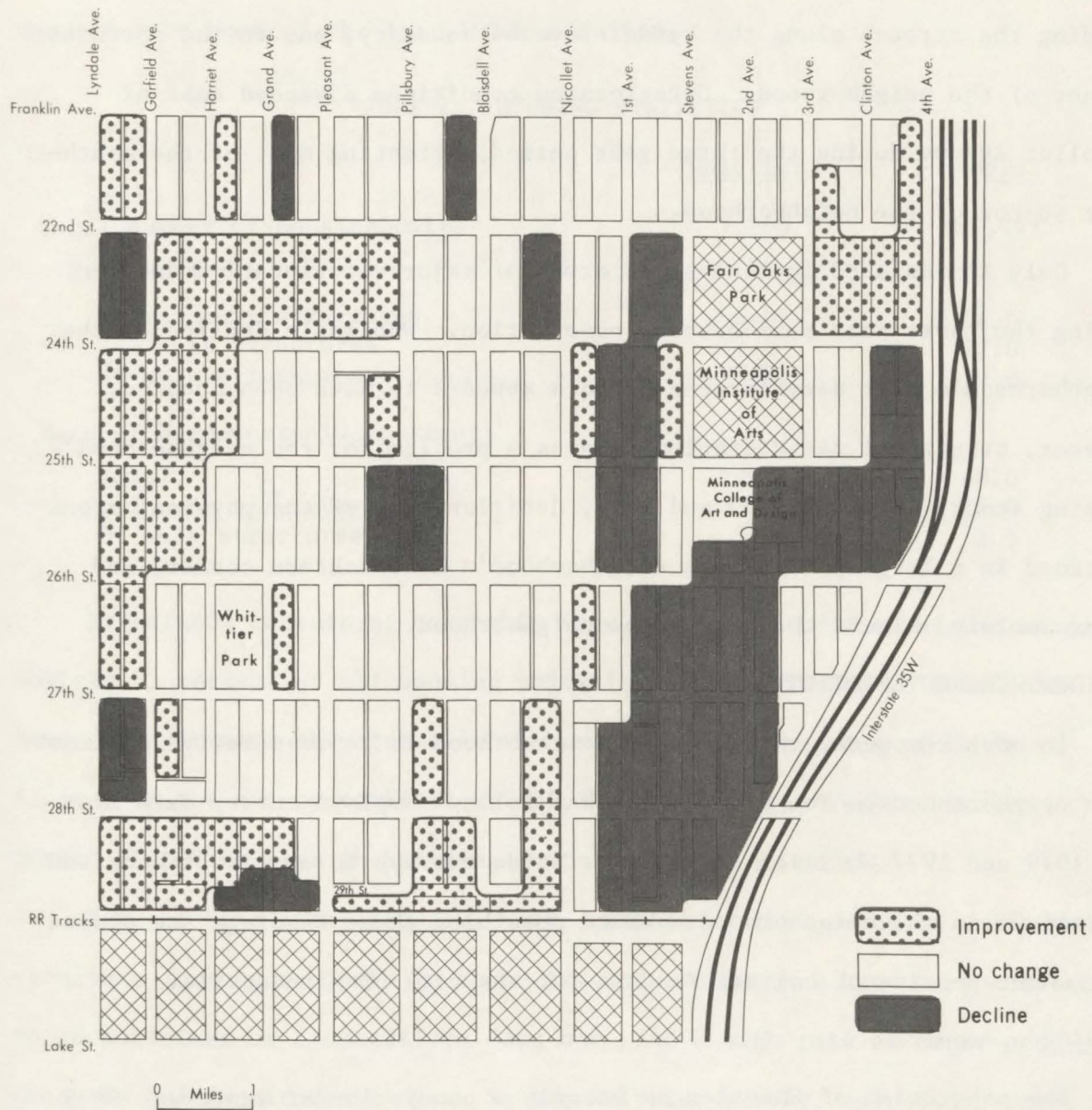


Figure 7
GENERALIZED STRUCTURAL CHANGE



By 1979, many of the smaller pockets of deterioration in west Whittier were no longer evident. Visible structural improvement was apparent in the southwest corner, although this remained an area of concern in the recent survey. Improved conditions were also apparent in northwest Whittier, including the stretch along the Lyndale Avenue boundary, and in the northeast corner of the neighborhood. Deteriorated conditions advanced east of Nicollet Avenue during the three year period, affecting most of the southwest sector of the neighborhood.

Only in isolated instances did areas of major deterioration decline during the three year period under observation. Wholesale decline of the neighborhood's most deteriorated sectors appears to have been checked. However, structural deterioration remains a problem for the neighborhood's housing stock. Between 1977 and 1979, deterioration of the physical stock worsened in a large part of the neighborhood's southeastern corner, and along isolated blocks throughout the neighborhood.

RESIDENT CHARACTERISTICS

In most respects, the Whittier neighborhood is representative of inner city neighborhoods. The discussion that follows employs survey data from the 1979 and 1977 Whittier resident attitude surveys to examine trends and conditions in the neighborhood. Where possible, these findings are placed in the perspective of comparable data for the city of Minneapolis.

Housing

The population of Whittier is largely a population of renters: 86.9 percent of the population rents its housing unit, only 13.1 percent are owner-occupants. This compares to a city-wide owner-occupancy rate of 48 percent. Owner-occupancy is typically low in central city neighborhoods,

primarily because these neighborhoods possess concentrations of multi-unit apartment buildings. The Whittier neighborhood houses a large stock of apartment buildings dating from the 1920-1940 apartment construction period, as well as a stock of newer apartment buildings built during the apartment construction boom of the late 1950s and 1960s.

TABLE 1: HOUSING STATISTICS

	<u>Whittier</u>	<u>Mpls.</u>
Total Number of Housing Units	7,200	164,942
Percent in:		
Single unit structures	5.6	46.0
2-4 unit structures	19.4	22.0
5+ unit structures	75.0	32.0
Rate of Homeownership (percent)		
Total	13.1	48.0
1-2 unit structures	51.0	76.0
3+ unit structures	3.6	1.5

Structures containing more than five housing units account for approximately 75 percent of all housing units in the neighborhood. This dominance of apartment structures in the neighborhood's housing stock is reflected in the survey statistics: 75.3 percent of the respondents reported that they live in buildings with five or more units.

Rate of home-ownership obviously declines as the number of units per structure increases: only in those few structures that have been converted to condominiums or cooperatives does one find a high rate of owner-occupancy in multi-unit dwellings. In the Whittier survey, only 3.6 percent of the households living in structures of more than 3 units were owner-occupants, comparable to a city-wide average of 1.5 percent in this category. One and two unit residential structures, which typically are 76

percent owner-occupied in the city as a whole, in the Whittier neighborhood enjoy only a 51 percent rate of owner-occupancy. Rental of single and duplex structures thus contributes to an exceedingly high rate of rentership in the Whittier neighborhood.

Population

Coincident with its predominant renter population, the Whittier neighborhood houses a very transient population. Overall, 35 percent of the households surveyed had been in continuous residency at their current address for less than one year. This is much higher than the city-wide rate in 1979 of 24.9 percent. Only 40 percent of the Whittier respondents had lived at their current address for three or more years.

TABLE 2: POPULATION STATISTICS

	<u>Whittier</u>	<u>Mpls.</u>
Turnover (percent)		
At current address for:		
Less than one year	35.0	24.9
Three or more years	40.0	54.4
Age (adult population)		
Median	28	NA
20-29 years of age (percent)	54	31
30-49 years of age "	21	27
50-64 years of age "	11	20
65+ years of age "	14	22

Rates of turnover are typically higher among renters than among homeowners, and this factor more than any other, explains Whittier's high turnover. Fifty percent of the homeowners in the survey sample had lived in the neighborhood for more than five years, compared to only 25 percent

of the renters in this category; by contrast, 55 percent of the renters in the sample had lived in the neighborhood for less than two years.

Neighborhood quality is only one of a bundle of items that figure into a household's decision to move, and the discussion of resident attitudes that follows later in this report indicates a high degree of satisfaction with the neighborhood among Whittier residents. Short terms of residence and high turnover rates in inner-city neighborhoods such as Whittier are perhaps prompted as often by characteristics of the individual dwelling unit or dwelling structure as by qualities of the neighborhood itself. The 1977 Whittier resident attitude survey determined that 70 percent of the respondents expected to change residences in the near future. For 42 percent of those respondents, the reason for the anticipated move was a housing-related reason. The 1979 survey shows that among the respondents who had lived at their current address for less than five years, 15 percent had moved from another address in the Whittier neighborhood, and 37 percent had moved from other south Minneapolis addresses.

The population of Whittier is a young population. Median age of adult residents is 28, meaning that one-half of the adults in the neighborhood are between the ages of 18 and 28. The neighborhood has only a small number of residents in the middle-aged brackets: 21 percent of the adult population are between the ages of 30 and 49, and 11 percent are between 50 and 64. This compares to city-wide figures of 27 percent and 20 percent, respectively.

Coincident with the age structure of the population is a low incidence of households with a traditional family structure. Only 13.4 percent

of the households interviewed have children under the age of 18. This is much lower than the comparable figure from the 1977 survey. Lack of a public school in the Whittier neighborhood may discourage families with children from moving to, or staying in, the neighborhood. In addition, neighborhoods whose housing stock, like Whittier's, is dominated by one and two bedroom rental units typically lack families with children. In fact, in Whittier 54 percent of all households are single-adult households.

Economic

Most households (69.4 percent) in the Whittier neighborhood suffice on the income of a single wage earner, primarily because most households include only one adult. This helps put the median household income in the neighborhood, at \$8,000-\$12,000 slightly below the city average of \$12,300. Incidence of low income households is further augmented by the presence of substantial student (7.7 percent of respondents) and retired (10.4 percent) populations. Low household income is found more commonly among renters, among whom a majority had an annual household income of less than \$12,000 in 1978, and 17 percent had income of less than \$4,000. At the other end of the spectrum, high incomes are found more commonly among homeowners: although only 13 percent of the households surveyed owned their home, 27 percent of the households with incomes greater than \$25,000 are homeowners.

All occupational classes are well represented in Whittier, lending credence to the assertion that inner-city neighborhoods have diverse populations. In fact, one can detect a great deal of diversity among the population of the Whittier neighborhood, both within the neighborhood as a whole, and between geographical subareas of the neighborhood.¹ However,

it is fair to say that the "typical" Whittier resident, the resident who comprises the majority of the neighborhood's population, is the young, single and childless apartment dweller, who will not likely stay in the neighborhood more than two years.

TABLE 3: ECONOMIC STATISTICS

	<u>Percent of Total</u>
Income	
< \$4,000	17.7
\$4,000 - \$8,000	16.4
\$8,000 - \$12,000	27.1
\$12,000 - \$15,000	18.1
\$15,000 - \$20,000	8.7
\$20,000+	12.1
Occupation	
Professional/technical	17.2
Managerial	9.2
Clerical	14.5
Sales	3.3
Crafts, Foreman	5.0
Operatives	9.2
Service/laborer	14.8
Student	7.7
Retired	10.4
NA	8.9

RESIDENT ATTITUDES

It was previously mentioned that neighborhood residents have a generally positive attitude about the Whittier neighborhood. When asked general questions about neighborhood quality -- relating to cleanliness, maintenance, attractiveness, and so on -- roughly one-half to two-thirds of the respondents consistently agree that the neighborhood possessed these qualities. Similar results were obtained in the 1977 survey, although the questioning followed a different format. Agreement was not uniform across subgroups of the population: disagreement was

generally found among the extremely low and extremely high income sectors. Also, homeowners, i.e. those residents with greater investment in the neighborhood, tended to be less likely than renters to agree with these descriptors.

TABLE 4: NEIGHBORHOOD QUALITY

	Percent in Agreement	
	<u>1979</u>	<u>1977</u>
Neighborhood is/has:		
Attractive	64	62
Clean	66	59
Quiet	56	61
Well-maintained	67	62
Adequate recreational space	55	50

Residents were asked about their perception of change in the neighborhood in the last couple of years. Change in the type of people who live in the neighborhood -- an admittedly difficult question that requires mentally classifying people as good or bad -- drew the least consensus. Greatest improvement was perceived in the condition of neighborhood housing, a consensus that might be predictable in this age of rampant renovation. An open-ended question asked respondents who they thought was responsible for neighborhood improvements. More respondents gave credit to the neighborhood residents than to any formal group or agency, although the Whittier Alliance, local businesses and local government were given roughly equal credit. Absolutely no consensus exists about the suitability of the neighborhood as a place to raise children.

TABLE 5: NEIGHBORHOOD CHANGE
(in percent)

	<u>Has Improved</u>	<u>Has stayed the same or don't know</u>	<u>Has Gotten Worse</u>
Cleanliness	35.6	51.9	12.5
Type of people	16.7	64.9	18.5
Housing	44.7	42.0	13.3
Shopping facilities	32.6	61.7	5.6

TABLE 6: RESPONSIBILITY FOR NEIGH-
BORHOOD IMPROVEMENT

<u>Agent</u>	<u>Mentioned by: (percent)</u>
Neighborhood residents	34.3
Local business	15.7
Local government	15.1
Whittier Alliance	14.2
State or federal government	6.8

Attitudes About Crime

In 1977, 35 percent of the survey respondents considered residential burglary to be the most serious neighborhood crime, and the majority of respondents had been the victims of residential burglary or vandalism in the preceding two years. The 1979 survey focused on the perception of change in the neighborhood crime rate, and found that only 10 percent of those queried perceived any decrease in residential burglaries or in crime generally. In fact, 27.8 percent of the respondents felt that crime had escalated in the neighborhood. Similarly, 24.9 percent felt that burglary had increased in the neighborhood. Concerns about crime were greatest among homeowners and higher-income residents.

TABLE 7: CHANGE IN CRIME
(in percent)

	<u>Increased</u>	<u>Stayed the same or don't know</u>	<u>Decreased</u>
Burglary	24.9	65.0	9.8
Crime	27.8	62.5	10.1
By income group			
Low	24.5	63.4	11.8
Medium	25.2	65.2	9.6
High	38.7	52.6	9.7
By tenant status			
Owner	36.4	52.2	11.4
Renter	17.0	64.2	9.7

Attitudes About Housing

As noted above, the most positive attitudes about neighborhood change concern improvements in the quality of housing. Renters and homeowners were also asked to rate the quality of their own housing unit. Homeowners were only slightly more confident than renters in rating their buildings. Both ratings were more optimistic than the overall rating given in 1977.

TABLE 8: CONDITION OF OWN HOUSING
(in percent)

	<u>Owner</u>	<u>Renter</u>	<u>1977 Owner/Renter</u>
Sound	53.5	47.9	47.0
Needs minor repair	39.5	38.9	36.0
Needs major repair	4.7	10.1	16.0
Is in critical condition	0	3.1	.4

Personal Involvement in the Neighborhood

Several questions asked in the 1977 interview, and repeated in 1979, attempted to assess the respondents sense of personal involvement in the

neighborhood. These questions concerned social life in the neighborhood, recognition of neighbors, and the feeling of being a "part of the neighborhood" as opposed to it being just a place to live. A comparison of 1977 and 1979 responses indicates greater detachment among residents about social involvement in their neighborhood in 1979. Residents in 1979 felt less a part of their neighborhood, and were less likely to carry on their social life in the neighborhood, than did residents in 1977.

TABLE 9: PERSONAL INVOLVEMENT
IN NEIGHBORHOOD

	Percent Responding Yes	
	<u>1979</u>	<u>1977</u>
Social life mostly in Whittier?	24.9	33.9
Recognize neighbors easily?	27.8	23.5
Feel part of the neighborhood?	32.0	43.7

Residents who had lived in the neighborhood for a long time (usually homeowners) tended to feel they were more a part of the neighborhood than did short term residents; however, long term residents did not find it easier to distinguish their neighbors from strangers. In light of the generally high turnover rate in the neighborhood, it seems likely that their neighbors were strangers to them. Nor did long term residents confine their social life to the neighborhood any more than did short term residents, which leads to the conclusion that "feeling part of the neighborhood" reflects not one's social life in the neighborhood; rather, it reflects one's investment in the neighborhood, in terms of time and money.

IMPACT OF THE WHITTIER ALLIANCE

Having identified the major problems and concerns of the neighborhood, it is the second major aim of this study to assess the impact that the Whittier Alliance has had in addressing those problems and concerns. To what extent has the Alliance been responsible for producing change in the neighborhood? Unfortunately, it is impossible to "measure" the Alliance's impact on the neighborhood: there is no measuring stick against which to rate the Alliance's activities as contributing major, minor or no visible change in the neighborhood. Quotas and objectives for each individual program allow the Alliance to assess its own internal effectiveness in attaining its working goals, but such goals carry no information concerning overall effectiveness in solving the neighborhood's problems.

A similar misfortune regarding this analysis is that there is no control, in the experimental sense, to show what the Whittier neighborhood would be like today had there been no Whittier Alliance. Such a control could have provided a yardstick of sorts against which the Alliance's impact on the neighborhood could be rated as good, bad or indifferent.

Evaluation of real-life situations has often had to forego such experimental niceties as controls and a priori measures. This analysis works within the context of the data that is available in order to answer the questions raised above: To what extent has the Whittier Alliance addressed the problems and concerns of the Whittier neighborhood? To what extent has the Alliance produced change in the neighborhood?

These questions are most readily addressed by viewing the Alliance's activities against the background of neighborhood problems, concerns and

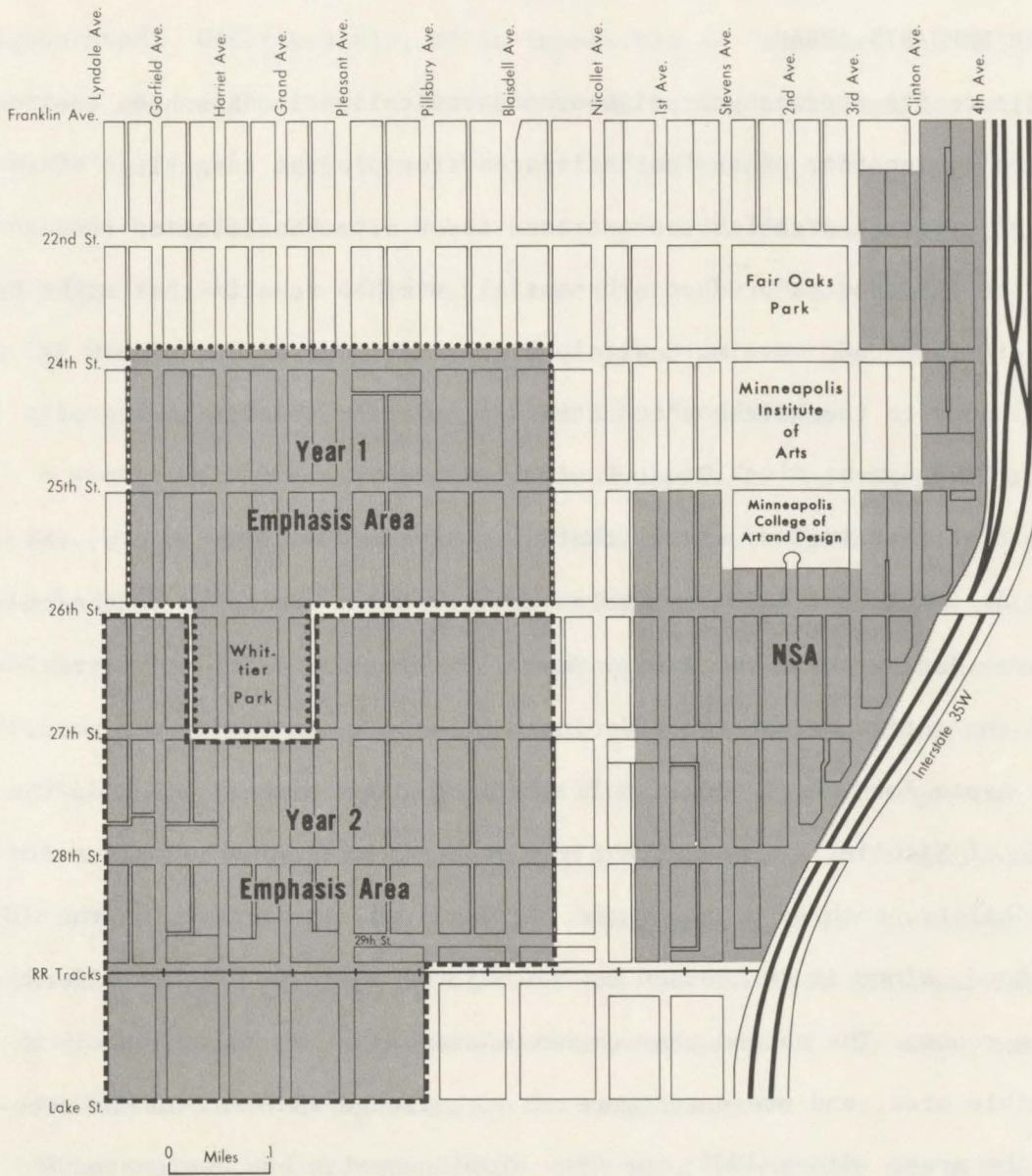
change identified through the building conditions and resident attitude surveys of 1977 and 1979. The analysis below makes use of program data made available by the Whittier Alliance through December 1979, which marked the end of the second program year.

A NOTE ON EMPHASIS AREAS

Basic to its approach to neighborhood revitalization has been the Alliance's designation of an "emphasis area" for program targeting. The concept of a target area for concentrated input of rehabilitation funds is a device intended to produce substantial, visible results that might be obscured if the funds were more widely dispersed. The emphasis area is thus analogous to the Neighborhood Strategy Area for the dispensing of Community Development Block Grant Funds.

The text that follows states that some programs administered by the Whittier Alliance have been available exclusively to residents of the emphasis area during the first six months of the program year, and to residents of the entire neighborhood during the last six months of the year. Emphasis areas for Year I and Year II are contiguous to each other on the west side of Nicollet Avenue. The first emphasis area was chosen for its high visibility, both to neighborhood residents and to visitors to the neighborhood, since it is crossed by two major one-way traffic corridors, and a bus route. The second year emphasis area, just to the south, is a less visible area, and presented more of a challenge in terms of the problems of the area. Since 1978 the City of Minneapolis has designated a Neighborhood Strategy Area (NSA) in the eastern part of the Whittier neighborhood. By definition, the NSA comprises some of the poorest quality housing and most needy population in the neighborhood. The NSA receives

Figure 8
EMPHASIS AREAS



concentrated investment through programs funded with community development block grants from the Minneapolis Housing and Redevelopment Authority. A residual area along the northern boundary of the neighborhood and extending south along Nicollet Avenue, has been designated as the Year III emphasis area by the Whittier Alliance.

GENERAL VISIBILITY

The approach of the Whittier Alliance has been to focus sharply on neighborhood residents as participants in, and beneficiaries of, the activities of the Alliance. The Alliance's visibility within the community has been augmented by the use of lawn signs by program users; the sale of T-shirts bearing the Whittier Alliance logo; press releases and articles for the neighborhood newspaper, the Whittier Globe; and, since June 1979, publication of its own newsletter.

Perhaps the most important feedback for the Alliance is the recognition that the organization enjoys from its constituents, the neighborhood residents. Nearly three-quarters of the survey respondents had heard of the Whittier Alliance prior to the interview.² Those who had heard of the Alliance were asked to rate its performance. Among those respondents, 36 percent rated the Alliance's work as good, and 21 percent rated it excellent. Only 10 percent rated the Alliance's work fair or poor. However, it is telling that 31 percent of those who had heard of the Whittier Alliance were not familiar enough with its work to rate it. Evaluative judgements require a level of familiarity beyond simple name recognition. The low income population is least familiar with the Alliance while the most positive ratings come from homeowners.

TABLE 10: GENERAL VISIBILITY OF
THE WHITTIER ALLIANCE

	<u>Percent Responding Yes</u>
Have you heard of:	
Whittier Alliance	71.4
Housing rehabilitation programs	37.5
Security programs	22.3
Tree planting programs	38.4

Respondents were also asked whether they had heard about specific program areas such as housing improvement, security improvement and tree planting. Positive responses to these questions ranged from 22 percent for the security programs, to 38 percent for the tree planting program. These response rates are perhaps better indicators of overall recognition of the Whittier Alliance's work in the neighborhood. Even for the highly visible tree planting program, only 38 percent of the respondents recognized the Alliance's responsibility for this activity.

All neighborhood residents are implicitly considered members of the Whittier Alliance and may vote at the annual meeting for the election of the Board of Directors. Any neighborhood resident may sit on a Whittier Alliance committee or run for a position on the Board of Directors. Yet, participation in Whittier Alliance meetings has been low: only 6 percent of the residents interviewed had attended any Whittier Alliance meetings. However, differential rates of participation between homeowners and renters are telling: 25 percent of the homeowners interviewed had participated in Alliance meetings, but only 4 percent of the renters had done so. Representatives from all income groups have attended Whittier Alliance meetings.

TABLE 11: PARTICIPATION IN WHITTIER
ALLIANCE MEETINGS

	<u>Percent of Residents</u>
Owner	25
Renter	4
Income	
Low	6
Medium	4
High	6
Total	6

HOUSING PROGRAMS

Since residential land usage accounts for some 70 percent of the neighborhood land use, housing issues are among the most plentiful of neighborhood issues, and a problem area to which the Whittier Alliance has addressed itself with vigor. Two-thirds of the housing structures in the neighborhood predate 1920, and the basic problems of old age and deterioration plague the housing stock. The Alliance has subdivided its housing improvement plan between programs that relate to 1-4 unit structures and those that relate to structures of 5 or more units.

One to Four Unit Housing Improvement

While most of the neighborhood residents rent their housing unit, three-quarters of the neighborhood's residential structures are in 1-4 unit residential buildings, and these are largely owner-occupied. The distinction between housing structures and housing units is an important distinction in the establishment of goals and program strategies. In focusing its efforts on the rehabilitation of 1-4 unit structures during its first two program years, the Alliance has aimed at affecting the greatest

number of housing structures, an approach based in part on the finding that the smaller structures are in general the oldest and most deteriorated neighborhood structures.

By the end of its second program year, the Alliance had developed four housing programs aimed at the rehabilitation of 1-4 unit structures. These are:

- Exterior Rehabilitation Loan (ERL): provides low-interest loan of up to \$2,000 for exterior rehabilitation.
- Exterior Rehabilitation Subsidy (ERS): provides matching grants up to \$500 for exterior rehabilitation.
- Exterior Materials Writedown (EMW): provides matching grants up to \$500 for cost of materials for exterior rehabilitation; limited to residents of the Neighborhood Strategy Area.
- Paint Up/Fix Up: provides matching grants up to \$500 for cost of materials for exterior rehabilitation for code compliance.

All four programs provided subsidies for exterior rehabilitation only, reinforcing an implicit goal of improving the visible neighborhood image.

The 1979 resident survey showed that 37.5 percent of the respondents had heard of the Alliance's housing rehabilitation programs, while 4.8 percent of the sample reported having used one or more of the programs. Fifty-two percent of the population reportedly made home improvements during 1978 and 1979 that were not subsidized by Whittier Alliance programs. Forty-six percent of these households had heard of, but not used, the Alliance's housing programs; fifty-four percent were simply unaware of the programs.

TABLE 12: PARTICIPATION IN HOUSING PROGRAMS

	<u>Target Population</u>	<u>Total Population</u>
Heard of housing programs	55.5	37.5
Used housing programs	19.0	4.8
Other improvements made	64.0	52.0

The target population of the housing rehabilitation programs is limited to households residing in 1-4 unit structures, of which there are approximately 1,800 in the Whittier neighborhood, representing roughly 25 percent of the neighborhood's households (or housing units). Based on survey data, 55 percent of this target population had heard of the Alliance's housing rehabilitation programs, and 19 percent reported that they had used one or more programs, compared to 37.5 percent and 4.8 percent, respectively, for the population as a whole. Sixty-four percent of the target population had made home improvements in the past two years that were not subsidized by the Whittier Alliance's programs, as compared to 52 percent for the whole population. This difference suggests even more strongly than the figures reported above, that failure by the target population to take advantage of the programs when making home improvements has not been due primarily to lack of knowledge about the programs.

Although both renters and homeowners are eligible to use the Whittier Alliance programs, the participants in the programs have been almost exclusively homeowners.

In its first two program years, the Alliance gave 235 exterior rehabilitation loans and grants to neighborhood residents, affecting 165 structures,³ or 17.9 percent of the eligible structures in the neighborhood. With the exception of the Exterior Materials Writedown program, which was limited to the Neighborhood Strategy Area, the housing rehabilitation programs have been targeted, during the first half of each year, to the neighborhood emphasis area. During the remainder of the year, program eligibility is open to the entire neighborhood.

The structural quality of the Year I Emphasis Area was found in 1977 to be largely in need of preventive maintenance and minor rehabilitation. It was far from being the worst part of the neighborhood. The Year II Emphasis Area, just to the south, presented a greater challenge: it presented problems of intensive maintenance needs and major rehabilitation, with some of the worst housing in the neighborhood lying along its southern edge. The Neighborhood Strategy Area is comprised of some of the poorest quality housing in the neighborhood.

During the first program year this targeting strategy resulted in 63 percent of all grants and loans (excluding the Exterior Materials Write-down program) going to the Year I Emphasis Area, suggesting a very successful campaign to publicize and attract program users within the target area. During Year II programming, similar targeting resulted in only 33 percent of the loans and grants going to the Year II Emphasis Area, while an equal proportion went to what had formerly been the Year I Emphasis Area.

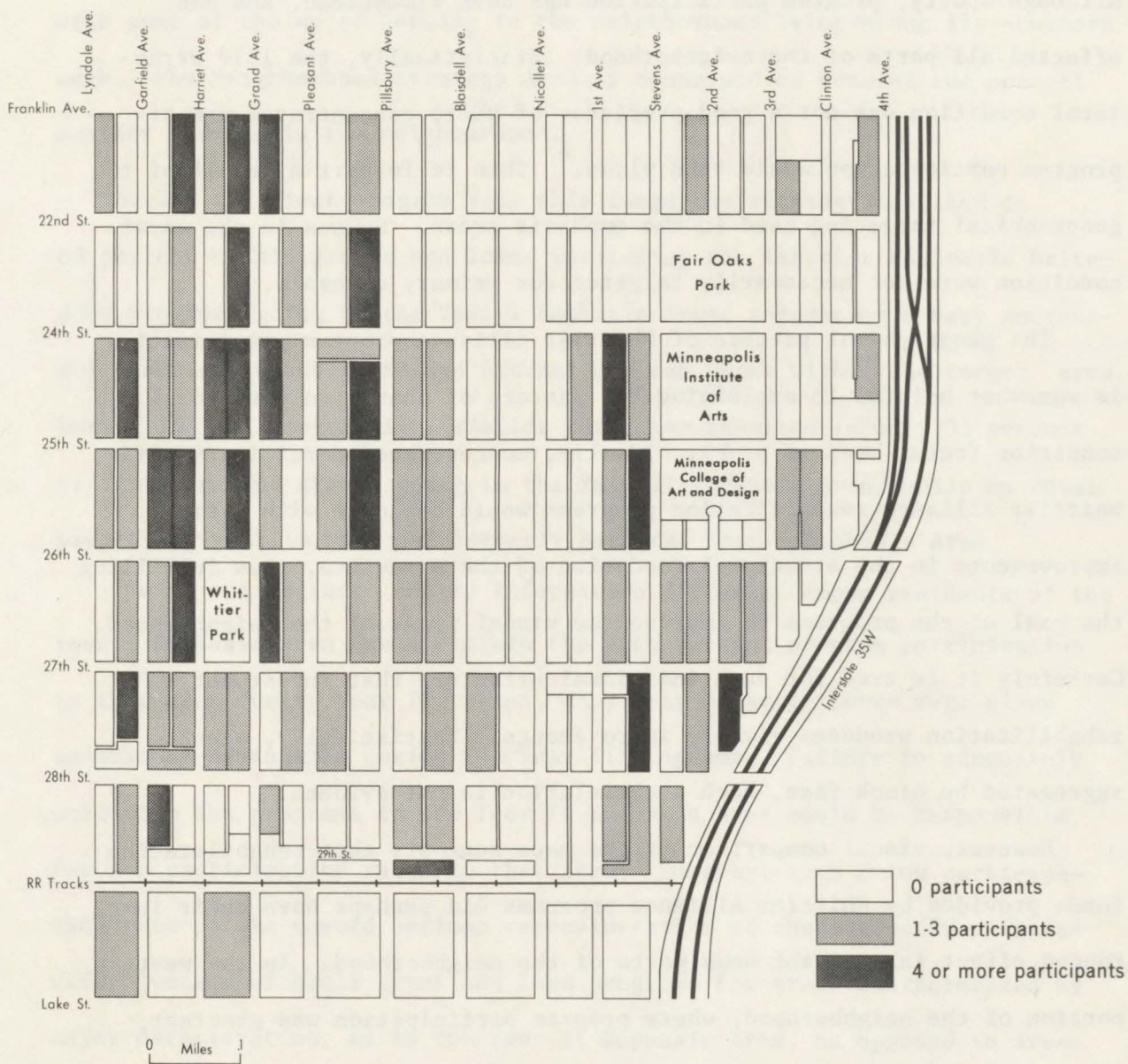
Carry over effects due to information diffusion among residents of the Year I Emphasis Area could explain the high rate of program participation in that area during Year II. Also, many Year I participants were given additional assistance during the Year II programs. Failure to adequately publicize the programs in the Year II Emphasis Area could be responsible for low participation rates in that area. However, such a low participation rate points toward serious reconsideration of the attractiveness and effectiveness of small grant and loan programs for areas characterized by major deterioration, as in the Year II Emphasis Area, as opposed to areas of minor deterioration and maintenance deferral, such as was found in the Year I Emphasis Area.

Figure 9 shows the location, by block face, of housing rehabilitation program participants. Program targeting in emphasis areas has produced an evident concentration of activity in the western part of the neighborhood. Although spotty, program participation has been widespread, and has affected all parts of the neighborhood. Statistically, the 1977 structural condition was not a good predictor of where concentrated use of program participation would take place.⁴ This is in part a result of the geographical targeting used in the emphasis areas. Houses in the worst condition were not necessarily targeted for primary emphasis.

The geographical pattern of Whittier Alliance program participation is somewhat helpful in explaining the pattern of change in structural condition (refer back to p. 9). Ideally, concentrated participation in Whittier Alliance rehabilitation programs would coincide with visible improvements in the structural condition of the structure, thus fulfilling the goal of the programs to improve the visual image of the neighborhood. Certainly it is true for each individual structure that investment in rehabilitation produces visible improvements. Statistically, when aggregated by block face, such a correlation is not evident.

However, visual comparison of the maps suggests that rehabilitation funds provided by Whittier Alliance programs did perhaps have their intended effect in at least some parts of the neighborhood. In the western portion of the neighborhood, where program participation was greatest,

Figure 9
HOUSING PROGRAM PARTICIPATION



structural condition was static, indicating that funds provided by the Whittier Alliance programs succeeded in providing the minor rehabilitation and preventive maintenance needs that had been identified for this area. In the southwest corner of the neighborhood, improvement in structural conditions was found to be widespread. Although the coincidence of improvement of blockfaces where Whittier Alliance funds were used is erratic, nonetheless rehabilitation assistance in this area, which had severe problems of deterioration and maintenance in 1977, appears to have had the desired effect of producing visible improvements in the quality of residential structures. Finally, substantial investment of Whittier Alliance program monies in the eastern part of the neighborhood, particularly through the Exterior Materials Writedown program specially targeted for this area, appears to have failed to stem the tide of housing deterioration that plagues this part of the neighborhood.

Five or More Unit Housing Improvement

The objectives that guide the Whittier Alliance's activities in housing improvement for multi-family structures (5+ units) are:

- Major rehabilitation of substandard or deteriorated multi-family structures and, implicitly, visual improvement in parts of the neighborhood where these structures predominate.
- Creation of home-ownership opportunities for current or future neighborhood residents through conversion of multi-unit apartment buildings to cooperatives or condominiums.

During Year II of its program activities, the Alliance staged the initial steps of acquiring ownership and/or submitting proposals on four multi-family housing projects, involving a total of 199 units. Since this activity is yet in its infancy, it is too early to attempt to assess its impact on the neighborhood. However, the conversion of rental units to

cooperative and condominium ownership in a neighborhood where 86 percent of the current residents are renters and 75 percent of the housing stock is in apartment buildings, poses great potential for change in the neighborhood.

CRIME PREVENTION PROGRAMS

Survey statistics reviewed earlier showed that more residents felt that crime in the neighborhood was on the increase rather than on the decrease, although the greatest consensus (38 percent) was that crime levels had remained about the same in the past two years. In 1977, residents had pinpointed residential burglary as the primary menace to neighborhood safety, and by 1979 residents saw no relief in the burglary problem: 24.9 percent believed burglary to be a worse problem than it had been two years earlier, 35 percent thought it was about the same as it had been two years before.

As it turns out, neighborhood residents were correct on both counts in their assessment of neighborhood crime trends. Fifty-two percent of all crimes committed in the neighborhood during a six-month period of January-June 1979 were residential burglaries. Primary targets for residential burglaries are residents of apartment buildings: 66 percent or two-thirds of all residential burglaries reported during the same time period occurred in buildings of five or more dwelling units.

Figures 10 and 11 show the location of reported residential burglaries during the first six months of 1979, and during a 24 month period in 1974 to 1976. The earlier data pinpointed three pockets with high rates of residential burglary: among the older apartment buildings in the northwest corner of the neighborhood; the south central section of the neighborhood; and around the Art Institute complex, extending down into the

Figure 10
RESIDENTIAL BURGLARIES
January-June, 1979

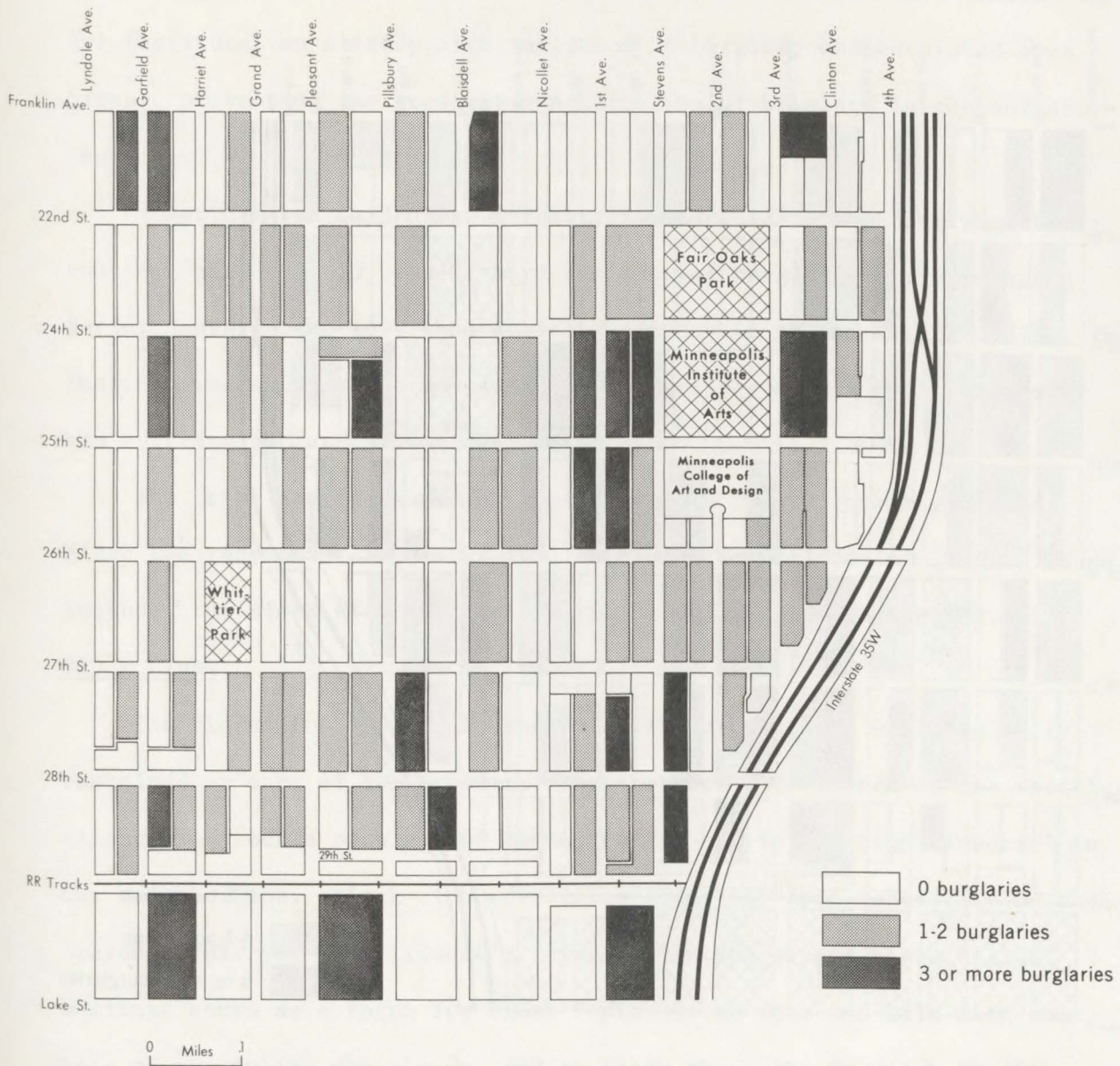
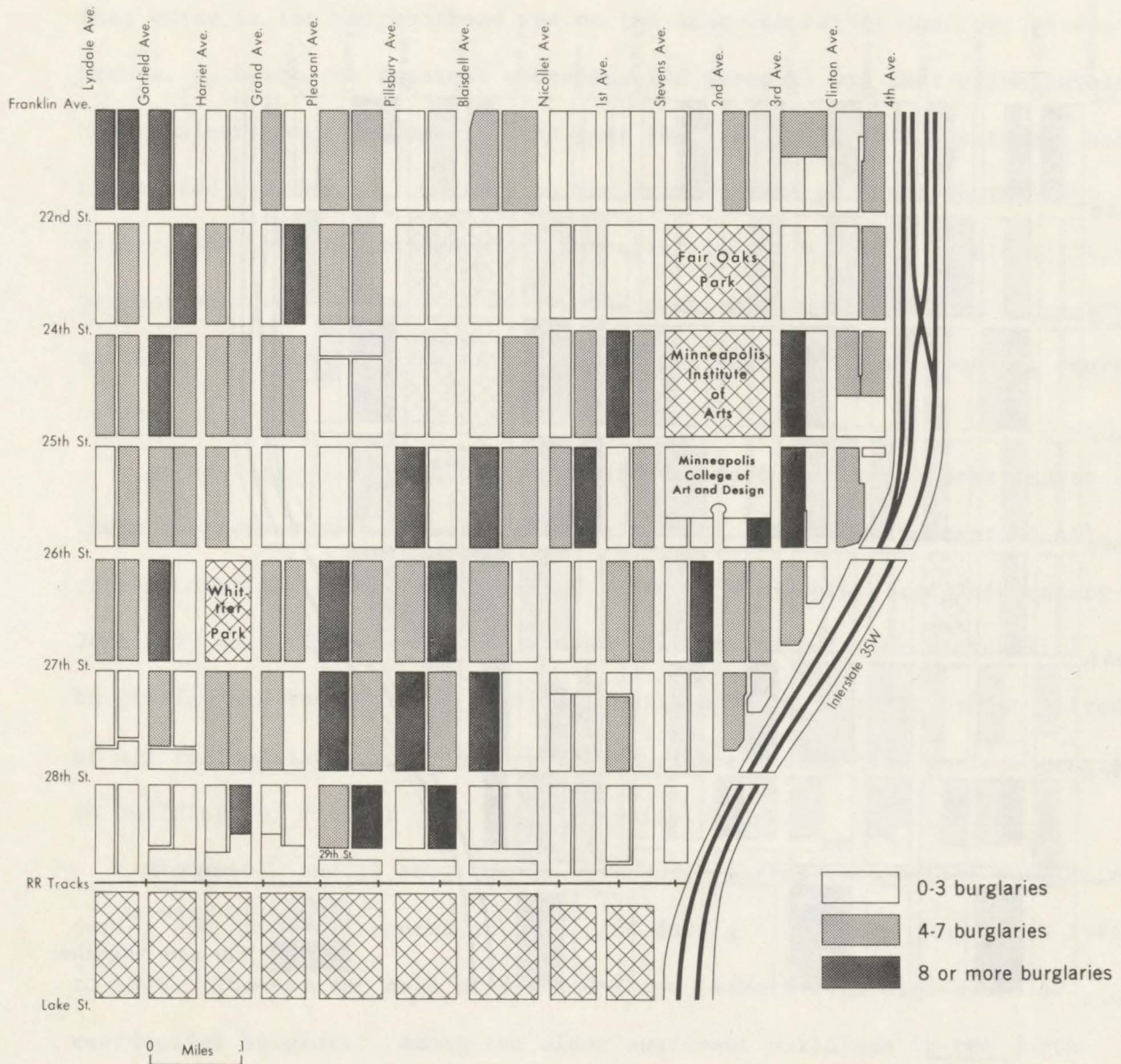


Figure 11
RESIDENTIAL BURGLARIES
1974-1976



southeastern corner of the neighborhood. During 1979, the concentration of residential burglary shifted into the two southern corners of the neighborhood. In south central and northwestern Whittier, burglary was still a major problem, but some improvement was evident in both areas. Around the Art Institute, an already high incidence of burglary had escalated even higher, presenting the greatest concentration of burglary in the neighborhood.

Numerically, residential burglary increased 25 percent between the two time periods: 25 percent more residential burglaries were reported during January-June 1979 than during a comparable period in 1974-1976. The increase was equally distributed between burglary of 1-4 unit buildings and burglary of larger apartment buildings.

The Crime Committee was set up during the first program year and given the responsibility of several ongoing crime-related programs. These included the Block Club Program and the Security Hardware Subsidy.

Block Clubs

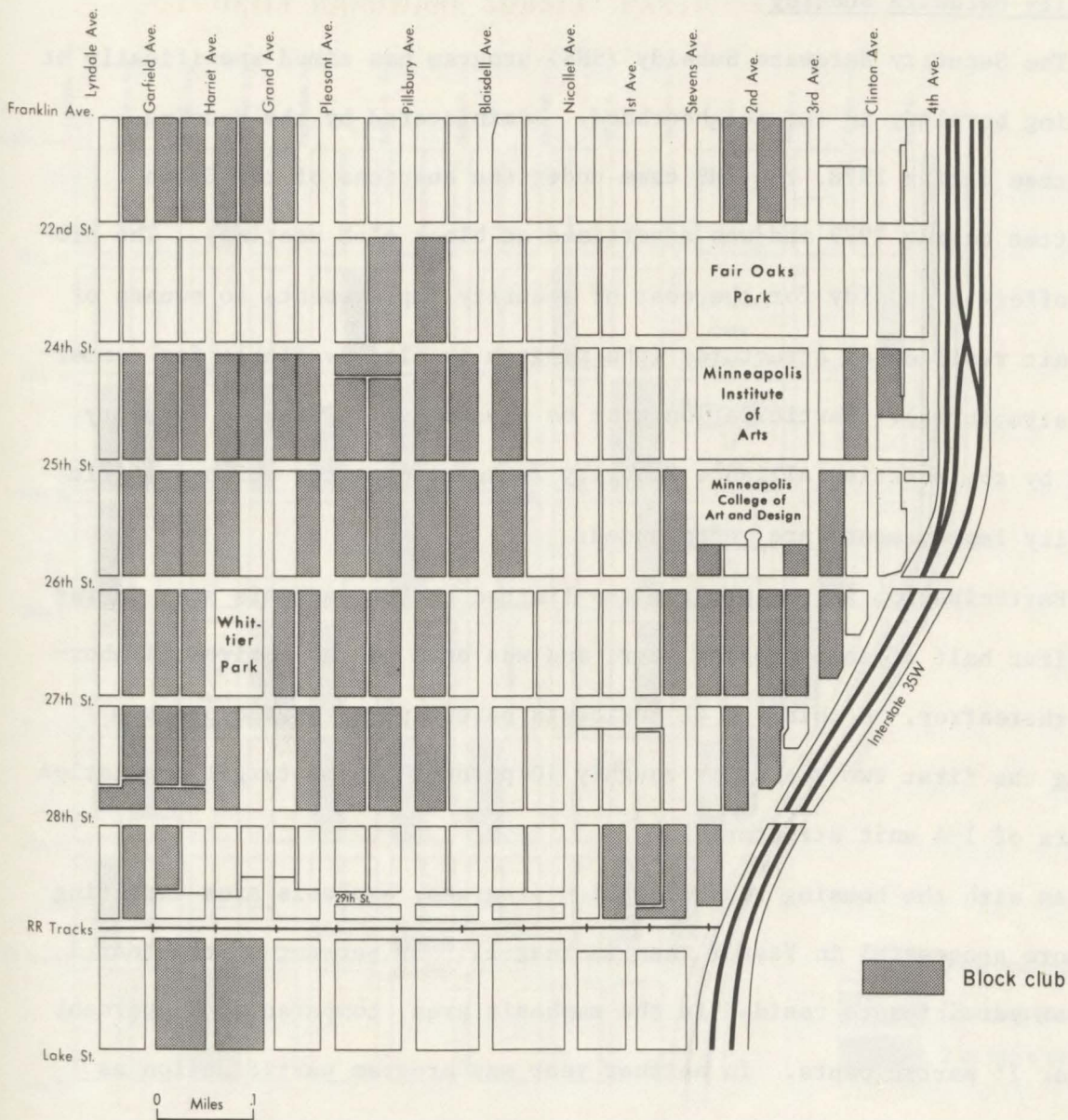
The Block Club Program in the Whittier neighborhood was originally conceived as part of the organizational network established by the Whittier Alliance to tackle problems of communication and information dispersal in the neighborhood. Block club activities today may more accurately be portrayed as part of the Alliance's crime prevention effort. Block club meetings serve as a forum for block residents to meet and talk with members of the police department, and to learn about the Security Hardware Subsidy, Operation ID and other crime-prevention techniques available through the Whittier Alliance.

Of some 81 residential blocks that could potentially be organized into block clubs, 39, or 48 percent had organized block clubs by the end of 1979. Organizing efforts were concentrated in the emphasis areas during the first six months of each program year, and throughout the neighborhood thereafter.

Although this targeting kept the initial organizing effort away from blocks where residential burglary was most prevalent, by the end of the second year, the network of block clubs covered those areas identified by a concentration of burglaries: northwest, south central, and southeast Whittier. The effectiveness of the block club in deterring crime is difficult to interpret: along some blocks formation of the block club coincides with a decrease in burglary, while on others an increase in burglary has taken place despite formation of the block club. Similarly, blocks without clubs have experienced both increases and decreases in the incidence of burglary. It seems that the pattern of burglary has shifted irrespective of the existence or lack of block clubs.

Low attendance may contribute to ineffectiveness of the block club in reducing burglary in the neighborhood. The 1977 resident survey determined that most residents believed group action could help in reducing crime, and two-thirds of the respondents were willing to devote at least a few hours a month to participation in a group crime prevention effort. Nonetheless, although nearly one-half of the blocks had organized block clubs, only 7 percent of the survey respondents had participated in their block club. Participation has been greatest among occupants of single and duplex structures, who are far less victimized by residential burglaries than occupants of larger structures. Although less victimized, occupants

Figure 12
BLOCK CLUBS



of the smaller structures more often responded that crime was on the increase in the neighborhood, and thus understandably feel the strongest urge to protect themselves.

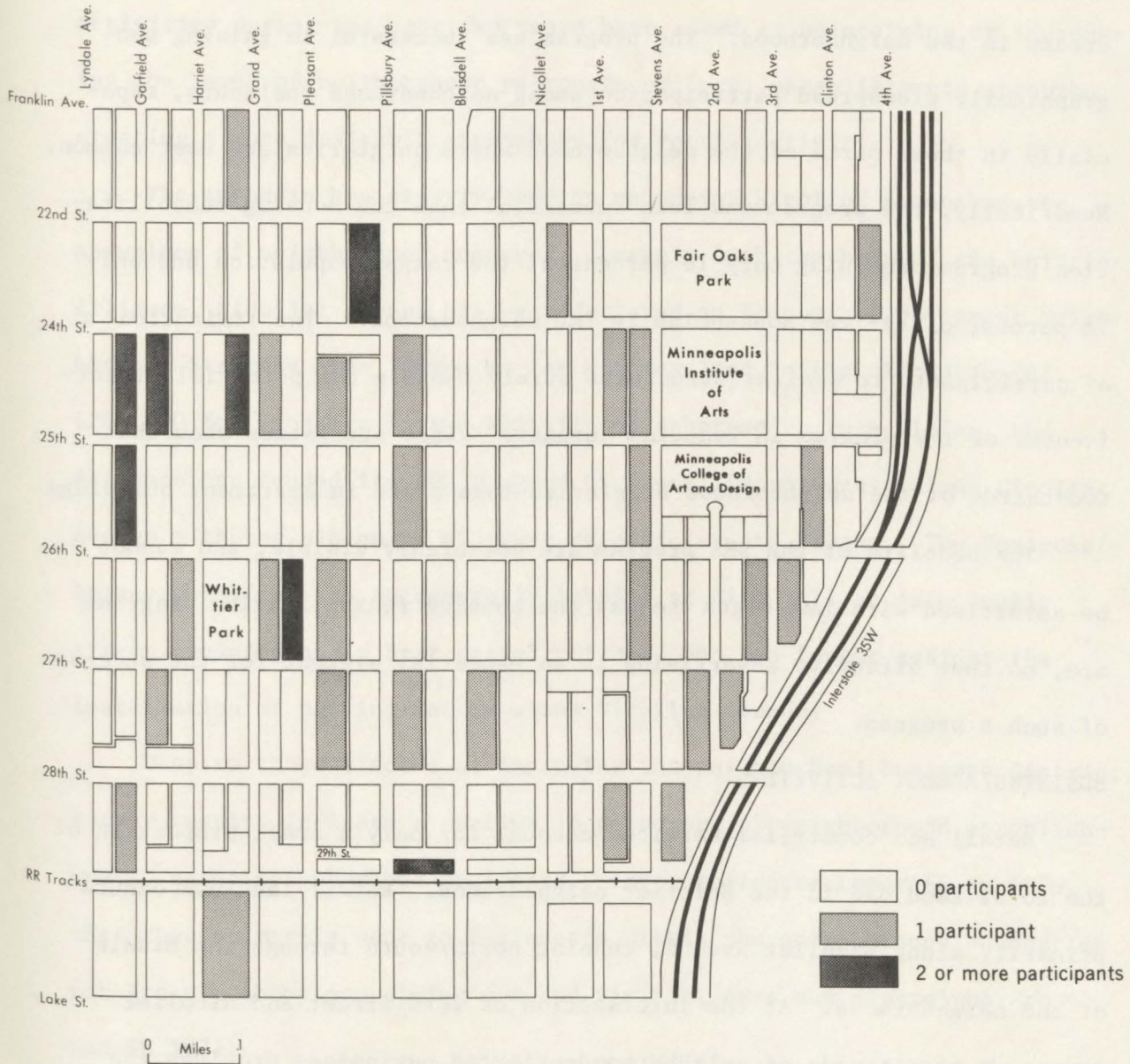
Security Hardware Subsidy

The Security Hardware Subsidy (SHS) program has aimed specifically at reducing burglary in the neighborhood. Administered by the Housing Committee during 1978, the SHS came under the auspices of the Crime Committee during 1979 and was advertised at block club meetings. The program offers a subsidy for the cost of security improvements to owners of 1-4 unit residential structures (the program is also available for commercial structures). Participation must be preceded by a Premise Security Check by the Whittier Alliance Security Technician, after which specific security improvements are recommended.

Participation in the program was limited to the emphasis area during the first half of each program year, and was open to the entire neighborhood thereafter. A total of 41 residents participated in the program during the first two years, or roughly 10 percent of the target population (owners of 1-4 unit structures).

As with the housing rehabilitation programs, emphasis area targeting was more successful in Year I than in Year II: 39 percent of the Year I program participants resided in the emphasis area, compared to 22 percent of Year II participants. In neither year was program participation as concentrated in the emphasis area as was the case with the housing programs. Participants outside the emphasis areas resided along Stevens Avenue near the Art Institute, and along the extreme eastern border of the

Figure 13
SECURITY HARDWARE SUBSIDY PARTICIPANTS



neighborhood. These areas were identified as having moderate to severe problems with residential burglary during the base period 1974-1976.

The SHS program aimed at those neighborhood residents who perceived the greatest need for security, the occupants of 1-2 unit structures who, as reported before, felt the menace of crime and burglary to be on the increase in the neighborhood. The program was successful in gaining geographically widespread participation among neighborhood residents, especially in those parts of the neighborhood where burglaries are most common. Numerically, the program was less successful than the housing rehabilitation program, reaching only 10 percent of the target population and only .6 percent of all the households in the neighborhood. The limitation of participants to smaller structures surely hampers the potential effectiveness of the program in reducing burglary since statistics show that two-thirds of the neighborhood burglaries take place in apartment buildings.

The benefits of the SHS program are not highly visible, and cannot be advertised with lawn signs the way the housing rehabilitation programs are, so that effective advertising is an essential element for the success of such a program.

BUSINESS/AGENCY ACTIVITIES

Retail and commercial services account for only a small proportion of the total land use in the Whittier neighborhood. Retail land use occurs primarily along Nicollet Avenue, running north/south through the middle of the neighborhood. At the intersection of 26th Street and Nicollet Avenue, a retail node of neighborhood-oriented businesses provides the central hub of retail activity in the neighborhood. The three boundaries

of Lake Street, and Franklin and Lyndale Avenues are also lined with commercial and retail establishments.

A business/agency survey conducted in 1977 found that businesses estimated that just under half of their clientele came from the neighborhood. Much of the Whittier Alliance's commercial redevelopment activities during the past two years have aimed at maintaining or increasing the level of neighborhood patronage of local establishments through creating a more desirable atmosphere for retail activity.

The emphasis has clearly been on enhancing Nicollet Avenue as the showplace of neighborhood commerce. Largely with the help of the Whittier Alliance, Nicollet Avenue has been declared an Economic Development Neighborhood Strategy Area, which so far has resulted in the allocation of \$200,000 for projects in the Whittier neighborhood. In addition, the Alliance has funded its own program of visual improvements along Nicollet Avenue with the placement of trash receptacles and kiosks. The Business/Agency Committee has successfully lobbied at City Hall to gain weekly street cleaning and a beat patrol officer, and has fought against the installation of parking meters along Nicollet Avenue.

Despite these efforts at improving the neighborhood business district, survey results indicate a decline in patronage of neighborhood establishments among neighborhood residents. Fewer residents reported in 1979 that they primarily went to businesses within the neighborhood boundaries for grocery shopping, dining out and visiting bars and nightclubs, than had in 1977.

TABLE 13: NEIGHBORHOOD PATRONAGE
(in percent)

	Grocery Shopping		Drugstore		Dining out		Bars and Nightclubs	
	<u>1979</u>	<u>1977</u>	<u>1979</u>	<u>1977</u>	<u>1979</u>	<u>1977</u>	<u>1979</u>	<u>1977</u>
In Whittier	56.0	61.0	39.3	--	21.6	29.2	11.9	15.9
Downtown	--	--	10.7	--	20.4	22.7	19.9	19.9
Elsewhere	43.0	38.3	37.7	--	46.7	37.6	24.3	30.3
Don't do	.9	.7	12.4	--	11.2	10.5	43.9	33.9

Grocery shopping is primarily confined to neighborhood stores: 56 percent of the respondents reported they did their grocery shopping in the neighborhood. Forty-four percent of the respondents shop at the neighborhood's single large supermarket, while 12 percent shop primarily at small neighborhood grocery stores. Of the remainder, most shop at supermarkets near the Whittier neighborhood.

The neighborhood offers a few opportunities for drugstore shopping and 39 percent of the respondents reported that they primarily patronized neighborhood drugstores. Dining and drinking are the least localized activities, reflecting people's tendency to seek a variety of dining and drinking experiences for different occasions. Although the neighborhood offers a variety of ethnic and American dining opportunities, and drinking establishments ranging from sleazy to chic, only 22 percent and 12 percent, respectively, of the respondents primarily dine or drink at neighborhood establishments. It is important to note that 44 percent of the respondents do not go out to drink at all.

Change in patronage patterns since 1977 reflects a decline in the patronage of neighborhood establishments, and a more widely dispersed pattern of activity to locations other than the Whittier neighborhood or downtown. This pattern of patronage is characterized by systematic

differences between income groups, and between renters and homeowners. Lower income residents are more likely to patronize neighborhood establishments than are higher income residents. This trend is consistent among income groups for the four activities studied. Lower mobility among low-income residents, induced by lack of access to transportation, may explain their greater propensity to fulfill their needs within the neighborhood. It is noteworthy in this regard that patronage of the small neighborhood grocery stores is most common among low and moderate income residents. These residents are captive customers for the neighborhood's businesses.

TABLE 14: RATE OF NEIGHBORHOOD PATRONAGE
AMONG INCOME CLASSES

	<u>Percent Patronizing Whittier Establishments</u>			
	<u>Grocery Shopping</u>	<u>Drugstore</u>	<u>Dining Out</u>	<u>Bars and Nightclubs</u>
Income Class				
< \$8,000	60	48	24	14
\$8,000-\$15,000	59	37	29	13
\$15,000+	43	29	14	8
Tenure				
Renter	57	41	22	13
Owner	57	32	18	7

Renters use the neighborhood's retail services more than do owners, displaying a pattern that merely underlines the correlation between low-income and renter status. The differences are more marked between income groups, indicating the primary role of income in affecting patronage patterns.

IMAGE PROGRAM

Although the responsibilities of the other three committees may be fairly predictable and self-explanatory, the responsibilities of the Image Committee are not. As expressed in the Urban Design Framework,⁵ a major problem that was found to plague the neighborhood was its poor image.

"Image," as used here, does not mean opinion, since it was shown by both the 1977 and 1979 resident attitude surveys that residents tended to have a fairly positive opinion of their neighborhood (see page 19). "Image," rather, is composed of both the tangible aspects of the neighborhood environment -- physical condition, crime rate, etc. -- and the intangible qualities such as social cohesion, identity, and organization.

The activities of the Whittier Alliance in the areas of housing, crime and commercial improvement have implicitly been aimed toward improving the tangible aspects of the neighborhood's image. The image committee has been charged with the dual task of enhancing the neighborhood's physical amenities, through administration of the open space and tree planting programs, and of developing neighborhood identity and social cohesion.

Open Space/Tree Planting

Like most inner city neighborhoods, the Whittier neighborhood has a dearth of open space. The neighborhood has two parks, each one square block in size. Washburn Fair Oaks Park, the older neighborhood park, lies just north of the Minneapolis Institute of Arts on land originally part of the estate of the W.D. Washburn whose grounds were designed by landscape architect Frederic Law Olmstead. Whittier Park, once a residential block whose unvarying landscape reflects its past history, offers organized

recreational and social activities for neighborhood residents. In addition, there are currently two small playgrounds in the neighborhood.

The 1977 resident attitude survey found that only 21.7 percent of the neighborhood residents primarily used facilities in the Whittier neighborhood for outdoor recreation; 78.3 percent went elsewhere in Minneapolis or outside Minneapolis for recreation. Almost half the respondents (44 percent) felt there was inadequate recreational space in the neighborhood. A majority felt that more open areas and more space for outdoor sports were very important priorities for the neighborhood.

Based on these findings, the Whittier Alliance began in 1979 to formulate plans for a linear park along land left vacant by the construction of Interstate 35W. Long range plans also call for development of a new park in northwest Whittier, involving clearance of residential structures from a portion of one block. To date, no clearance or construction has taken place on the proposed sites.

These two proposals for additional open space certainly address the problem of providing open space throughout the neighborhood. Proximity to a park can make a difference in utilization, especially for children and for elderly. In 1979, although the majority of residents (56 percent) agreed that there was adequate recreational space in the neighborhood, the opinion was divided by significant differences in the response between subareas of the neighborhood. Greatest agreement came from residents of the western portion of the neighborhood (Year I and Year II Emphasis Areas), where Whittier Park is in close proximity. Among residents of the Neighborhood Strategy Area, only 40 percent agreed that there was adequate recreational space, lending justification to the plans to construct the linear park along Interstate 35W.

The provision of open space within the neighborhood boundaries will probably not succeed in satisfying the recreational needs of the majority of the population -- the young, childless adults -- who may seek natural amenities, such as the nearby lakes, and generally have the mobility to travel to preferable sites for outdoor recreation. While the creation of new parks and open space in the neighborhood will increase opportunities for activities such as jogging, walking and picnicking, the neighborhood Alliance must recognize the environmental limitations on providing for all the recreational needs of its constituency.

The boulevard trees of the Whittier neighborhood have been hard hit by Dutch Elm disease, and by damaging storms. Over the last two years, the Whittier Alliance has administered a tree planting program to replace lost boulevard trees. As a result, 344 trees were replaced in the neighborhood during 1978 and 1979, much sooner than would have occurred under the City of Minneapolis Park Board's tree planting program.

Tree planting is a highly visible activity, and 38.4 percent of the survey respondents were aware of it, more than were aware of any of the other Whittier Alliance activities. And, while the tree replacement activity is itself highly visible, one can anticipate that the impact of this program on the neighborhood will be longlasting, and will greatly enhance the visual image of the neighborhood as the trees mature.

Neighborhood Identity

The second charge of the Image Committee has been to develop programs that will address the problems of lack of social cohesion and lack of identity that plague the neighborhood. An attitude among residents of not caring about the neighborhood was thought to be the basis for many of the

neighborhood's problems, both physical and social. To combat this lack of care, the Whittier Alliance, through its Image Committee, has developed several programs that promote social interaction and create a sense of place for neighborhood residents that would replace their poor image with a positive image of the neighborhood as a unique place. Neighborhood-wide social events such as a carnival, a Christmas holiday celebration, and a concert series, have taken place at neighborhood parks and at the Society of Fine Arts facilities. In addition, the identity of both the Whittier neighborhood and the Whittier Alliance has been promoted through t-shirt and postcard sales, through the publication of the Whittier Alliance Newsletter, and through public education of residents and outsiders about the neighborhood.

Despite the Alliance's efforts to engender personal involvement and identity with the neighborhood, there is evidence that residents have generally developed a more detached attitude toward the neighborhood in the last two years. Statistics reviewed earlier indicated that residents saw the neighborhood as just a place to live, and did their socializing outside the bounds of the neighborhood, moreso in 1979 than in 1977 (see page 23).

The 1979 survey included questions that assessed the neighborhood imagery among residents, that is, their ability to identify the neighborhood by its name and boundaries based on their mental image of the neighborhood. It was found that in general the neighborhood was not highly imageable. Seventy percent of the residents had heard of the Whittier neighborhood, but only 26.7 percent used the name Whittier to describe the area they lived in. A few residents used other names for their area, but

most (65 percent) had no name at all for their neighborhood. Familiarity with the neighborhood name is closely related to familiarity with the Whittier Alliance. Most of those residents who had heard of the Whittier neighborhood had also heard of the Whittier Alliance, and vice versa.

TABLE 15: NEIGHBORHOOD IMAGERY

<u>Neighborhood Name</u>	<u>Percent</u>
Whittier	26.7
Other	7.8
None	65.5

Residents were asked what they considered to be the boundaries of their neighborhood. Only 2.1 percent gave the four official boundaries of the Whittier neighborhood. The four boundaries of the neighborhood include three major commercial thoroughfares, and an interstate freeway. Each boundary thus provides a rather distinct barrier between residential areas, and residents only rarely possess a neighborhood image that extends beyond these barriers. However, major thoroughfares within the neighborhood also serve as barriers and represent boundaries in the residents' neighborhood image. Nicollet Avenue, identified as a major unifying force in the neighborhood because of its role in providing neighborhood commercial and retail services, is also a major disintegrating force in residents' conceptualization of their neighborhood. Among residents living in the western portion of the neighborhood, more named Nicollet Avenue as the eastern boundary than named Interstate 35W, thus separating themselves from their neighbors of lower socio-economic status to the east. Likewise, 26th and 28th Streets served as north and south boundaries for many residents.

However, many residents imagine a much smaller neighborhood that does not rely on major thoroughfares for boundaries, so that nearly every street in the neighborhood serves as the boundary to someone's neighborhood.

TABLE 16: NEIGHBORHOOD BOUNDARIES:
RESPONDENTS' OWN NEIGHBORHOOD

North Boundary	<u>Percent Agreeing</u>
Franklin Avenue	39.6
26th Street	7.1
West Boundary	
Lyndale Avenue	31.1
Nicollet Avenue	9.8
South Boundary	
Lake Street	37.0
26th Street	10.1
East Boundary	
I 35W	9.8
Nicollet Avenue	26.3

Some residents were also asked what they thought the boundaries of the official Whittier neighborhood were.⁶ Responses to this question paralleled responses to the previous question about the resident's own neighborhood: 4.4 percent of the respondents gave all four correct neighborhood boundaries, and about one-third agreed on all the boundaries except one: the eastern boundary was considered to be Nicollet Avenue equally as often as it was considered to be Interstate 35W. Overall, residents lack consensus as to what area the Whittier neighborhood encompasses.

TABLE 17: NEIGHBORHOOD BOUNDARIES :
WHITTIER NEIGHBORHOOD

North Boundary	<u>Percent Agreeing</u>
Franklin Avenue	39.2
West Boundary	
Lyndale Avenue	37.4
South Boundary	
Lake Street	37.4
East Boundary	
I 35W	20.2
Nicollet Avenue	20.2

SUMMARY OF FINDINGS

In 1960, the Minneapolis City Planning Commission created the Whittier neighborhood as a neighborhood planning unit. In opening remarks to the comprehensive plan for the Whittier neighborhood in 1960, planning commissioners described the neighborhood as "at the brink of a serious and rapid decline. Dramatic and substantial steps must be taken to pull it from this brink, to bolster its morale and strength... Without such steps, the area might well need total redevelopment within 10 to 15 years."⁷

In 1979, in his keynote address at the annual meeting of the Whittier Alliance, Mayor Al Hofstede described Whittier as the typical Minneapolis neighborhood. Whittier's success in stabilizing its population and attracting suburbanites back to the city could well determine the potential of other Minneapolis neighborhoods to do the same, according to the Mayor.

Somewhere between 1960 and 1979 city leaders underwent a major shift in their perception of the Whittier neighborhood. Many forces have been at work to bring about positive change in the neighborhood, including changing perception behind the back-to-the-city movement, of the inner-city

as a viable residential environment. The Whittier Alliance, with its two year record of revitalization activities, is only the latest in a long term effort by neighborhood residents and organized groups to improve the quality of the Whittier neighborhood. It would be difficult to claim full responsibility on the part of the Whittier Alliance for the changes that have taken place in the neighborhood in the past two years.

Under the circumstances, this report has approached the job of evaluation by first outlining neighborhood conditions and change, and analyzing the effectiveness of the Whittier Alliance in tackling problems inferred by these neighborhood conditions. This summary focuses on conclusions drawn from the report about the Whittier Alliance's revitalization activities.

The building conditions surveys conducted in 1977 and 1979 show that most neighborhood structures are in sound condition or in need of minor repair and routine maintenance. Some pockets of serious deterioration are to be found, especially in the southeast sector of the neighborhood. The surveys show that between 1977 and 1979 structural deterioration in the worst parts of the neighborhood was arrested, although the need for rehabilitation has worsened in other parts.

The Whittier Alliance is to be credited for its role in improving the quality of housing in the southwest corner of the Whittier neighborhood. Although still in serious need of rehabilitation, housing in this part of the neighborhood shows visible improvement over its condition in 1977. Elsewhere in the neighborhood, the Alliance's efforts have helped provide routine maintenance and minor rehabilitation that is needed to maintain a stable housing stock. Residents perceive that the quality of housing in

the neighborhood is improving, which is an important adjunct to any rehabilitation effort.

Crime is a serious problem for Whittier residents, both in fact and in residents' perception of crime. Whittier, as part of the Powderhorn Planning District, has the distinction of ranking second among the city's 11 planning districts in incidence of residential burglary.⁸ The Whittier Alliance should question its policy of restricting its major crime prevention effort to owners of 1-4 unit structures. Fully two-thirds of the neighborhood's residential burglaries take place in apartment buildings. The Alliance's security hardware subsidy has been available to residents with the greatest fear of crime, but not to those with the greatest need for crime prevention strategies. Likewise, the block club program has been unsuccessful in attracting apartment residents to participate. Block clubs serve the dual purpose of acquainting residents with one another and disseminating information on crime prevention programs. Both services could be of great benefit to apartment residents if they could be encouraged to attend.

While visible improvements are most easily identified, their effectiveness is not always easily measured. Improvements along Nicollet Avenue have certainly made the area a nicer place to go, yet survey statistics show that fewer neighborhood residents go there for their retail needs on a regular basis. Patterns of patronage may indicate more about changing mobility of neighborhood residents than about the attractiveness of the local commercial establishments.

In a similar way, the effectiveness of the image-building programs is difficult to assess. The Whittier Alliance should be lauded for actively

addressing the issue of neighborhood morale, recognized by the planning commissioners in 1960 as an essential element for a neighborhood "on the brink" of serious decline. Survey statistics show that residents have a generally positive opinion of their neighborhood, and perceive improvements, especially in the area of housing. Yet, residents also appear to have less of the feeling of personal involvement and belonging to the neighborhood that image-building activities seek to develop. It will be especially hard for the Alliance to create a sense of place that even short-term residents can relate to.

In its first two years of activity, the Whittier Alliance has operated programs that address a wide spectrum of neighborhood problems. The operation of many of these programs has served a minority element of the neighborhood population. The policy decision to gear housing programs to rehabilitation of 1-4 unit structures is understandable on the grounds that these structures were most in need of rehabilitation. In this decision, the Alliance aimed at affecting the majority of structures, not the majority of residents. Restriction of crime prevention efforts to owners of 1-4 unit structures is less understandable, since the primary victims of residential burglaries are apartment dwellers.

Homeowners, representing 13 percent of the neighborhood's households, have benefited most from the Alliance's presence. Survey statistics show that homeowners are most familiar with the Alliance and its programs, rate the Alliance most highly, and are most likely to take part in meetings sponsored by the Whittier Alliance. The Alliance has had very limited success in addressing the problems of the transient, renter population that comprises the majority of the neighborhood's households.

FOOTNOTES

1. A previously released report, "Intra-Neighborhood Differences" describing the geographical diversity of the neighborhood, is included here as Appendix C.
2. The significance of this response is difficult to assess as the interviews were preceded by a letter of introduction from the Executive Committee of the Whittier Alliance asking for cooperation.
3. Several participants were funded more than once.
4. The correlation, R , of two variables measures the degree of co-variation between the two variables. The square of this, R^2 , tells the percentage of the variability in one variable that is explained by variation of the other. For "1977 Structural Condition" and "Program Participation," R^2 is .03, meaning 3 percent of the variation in program participation is explained by the 1977 structural condition.
5. Team 70 Architects, Urban Design Framework. (Minneapolis 1977) p. 15.
6. The question was not asked of those who either had not heard of the Whittier neighborhood, or who had in an earlier question called their neighborhood Whittier but used different boundaries to define it.
7. City of Minneapolis Planning Commission, Comprehensive Planning for the Whittier Neighborhood, Publication #117, Neighborhood Series #8. (Minneapolis 1960).
8. Minneapolis City Planning Department, State of the City. (Minneapolis 1979).

APPENDIX A

BUILDING CONDITION SURVEY METHODOLOGY

Nine undergraduate students enrolled in a University of Minnesota Urban Studies course were hired to collect data for the building conditions survey. Each student was given an assignment of 6 to 10 contiguous blocks (105-130 structures) to score. Additional structures were scored by CURA staff.

The surveyors were given training in the field by the organizer of the 1977 survey team. All items listed on the survey form (following page) were scored on both the 1979 and 1977 surveys. Each item on the survey received a rating from zero to three, based on the following criteria:

- 0 = Sound: item is in good repair with some isolated minor repair needed.
- 1 = Minor repair: widespread minor repair needed, or major repair is required in isolated areas.
- 2 = Major repair: widespread major repairs or isolated critical repairs are required.
- 3 = Critical: deficiency in item causes a hazardous condition.

Scores for certain items involving structural deficiencies or hazards were weighted. The composite score represents an average score of items 1 through 12.

Responsibility for the urban studies course and the students' field work was shared by Tom Anding and Rebecca Smith. Every effort was made to provide maximum comparability with the 1977 data gathering effort, including use of the same form, training methods and training personnel. The consistency of the 1979 data was further insured by field checks and re-scoring of isolated structures. To mask any biases that may yet exist between the two survey years, all analysis in the body of the text is based on average composite scores aggregated by blockface.

SURVEY INFORMATION	
Date	Conducted By
Block/Parcel	
Address	
Major Tenant	
Property Owner	
Address	
BUILDING/STRUCTURAL TYPE	
Concrete	Steel
Masonry	Wood
ROOF TYPE (E) (P) HEIGHT	
EXTERIOR PHYSICAL CONDITIONS ANALYSIS	

SITE INFORMATION	
Land Use	NO. OF UNITS
Commercial/Service	Religious
Industrial	Res:Single-Family
Institutional	Res:Multi-Family
Office	Retail
Warehouse	Other
NO. OF PRIVATE PARKING DELIVERY	
FRONT	
PARKING LOT	
ALLEY	
ZONING CLASSIFICATION	

1	Foundation Walls	0	1	2	3	x	2
msn	settling						
sto	seepage/water damage						
conc							
		score					
2	Basement Access	0	1	2	3	x	1
wood	poor maintenance						
mtl	rot/water damage						
comb	missing material						
		score					
3	Walls	0	1	2	3	x	2
wood	poor maintenance						
msn	cracks/holes						
conc	rot/water damage						
stuc	settling						
asp	missing material						
		score					
4	Windows & Doors	0	1	2	3	x	1
wood	poor maintenance						
mtl	missing material						
comb	rot/water damage						
	out of plumb/inoperable						
		score					
5	Roofing Materials	0	1	2	3	x	2
sgl	disrepair						
btup	patched						
roll	worn out						
		score					
6	Eaves & Overhangs	0	1	2	3	x	1
wood	rot/water damage						
mtl	loose/ not level						
	missing material						
		score					

7	Gutters & Downspouts	0	1	2	3
	holes/cracks/seepage				
	missing material				
		score			
8	Chimneys	0	1	2	3
msn	missing material/spq.				
mtl	out of plumb				
		score			
9	Electrical Service	0	1	2	3
	frayed wiring				
	dangerous location				
		score			
10	Fire Escapes	0	1	2	3
wood	rot/corrosion				
mtl	missing material/weak				
		score			
11	Porches/Balconies	0	1	2	3
mtl	settling/uneven support				
wood	rot/corrosion				
msn	missing material/weak				
		score			
12	Retaining Walls/ Pavement/Stoops	0	1	2	3
wood	broken/chipped/damaged				
msn	settling				
conc	missing material/weak				
		score			
13	Facade and Signage/ Decorative Details	0	1	2	3
fr/gl	settling/missing mat				
msn	worn finishes				
		score			

14	Out Buildings	0	1	2	3
15	Garbage and Grounds	0	1	2	3
Composite Score					

WHITTIER BUILDING CONDITION ANALYSIS
 Urban Studies Workshop - U of M - Fall 1979
 form - courtesy of B.R.W. Inc.

APPENDIX B

RESIDENT ATTITUDE SURVEY METHODOLOGY

An initial sample of 629 addresses in the Whittier neighborhood was selected randomly, without stratification, from the 1978 Minneapolis City Directory published by the R.E. Polk Company. Cost allowances required that the survey be administered by telephone, and so telephone numbers were obtained for as many addresses as possible (about 75 percent of the total). To avoid biases in the sample, the 25 percent of the sample that had no obtainable phone numbers were classified as non-phone households and interviewed door-to-door. Biases introduced by combining interview techniques are offset by the advantages of including non-phone households in the sample.

A letter of introduction from the Executive Committee of the Whittier Alliance was sent to all selected households prior to the interview. The interview work was carried out by a commercial survey agency. Interviewers made four attempts to contact a respondent at staggered times of the day. Respondent selection tables randomly assigned to the selected households provided random selection of adult household members, thus avoiding sample bias based on age and sex.

Survey returns showed a 54 percent completion rate with the following breakdown:

	<u>Number</u>	<u>Percent</u>
Interview completed	339	54
Ineligible (disconnected phone, language barrier, vacant, deaf)	58	9
Refusal	73	12
Not home after 4 calls or visits	<u>159</u>	<u>25</u>
TOTAL	629	100

The resulting sample of 339 households represents approximately 5 percent of the neighborhood's households. Because random selection methods were used for selection of both households and household members, we are confident that the sample is representative of the population of the Whittier neighborhood as a whole.

Followup letters sent to 15 percent of the households where interviews were completed indicated that in all cases interviews had been conducted in a courteous manner.

Note on Data Comparability

Statistical comparisons of data from more than one survey requires strict comparability of sampling and interviewing methods. Since this is not true of the Whittier resident attitude surveys -- the 1977 survey was administered door-to-door to a geographically stratified sample, while the 1979 survey was primarily a telephone survey based on an unstratified random sample -- we have not attempted to make any statements about the statistical significance of any differences between 1977 and 1979 responses. However, given the propensity of survey data to shape our view of reality by posing as facts, there are included in this report tables which show 1979 and 1977 data side-by-side, so that the reader may compare what has been considered true about the 1977 Whittier population with what is equally true about the 1979 population.

September 1979

WHITTIER ALLIANCE - RESIDENT SURVEY

TELEPHONE VERSION

Name: _____

Phone: _____

Street: _____

→ IF NUMBER HAS BEEN CHANGED TO A
NEW NUMBER, RECORD AND CALL NEW
NUMBER

Hello. Is this the _____ residence?

(IF NO: The number I was calling is _____ and it was for the
_____ residence.)

(IF WRONG NUMBER, TERMINATE WITH, E.G.: I am sorry to have bothered you.)

This is _____ from the Whittier Alliance. We are doing a survey
to find out how people feel about their neighborhood and changes that have
been taking place in the neighborhood.

(IF NEW NUMBER, ASK: May I ask
what is your present address?

address

(IF NEW ADDRESS IS NOT IN WHITTIER,
THANK THE RESPONDENT AND TERMINATE
INTERVIEW.)

Last week we sent you a letter explaining a little about the survey. Did you
receive it?

(IF NO: I'm sorry yours didn't reach you. It was a brief letter we sent
so people would know that we would be calling them.)

As the letter said, your telephone number was drawn in a random sample of the
neighborhood.

(GO TO NEXT PAGE)

DATE	TIME		INTERVIEWER	RESULT	CODE FOR RECALLS
	START	FINISH			

[Abbreviations: NA = no answer; NH = respondent not home; WR = respondent
will return (when); MO = moved out of Whittier;
IC = interview completed; PIC = interview partially completed.]
[Code for Recalls: A = respondent not selected; B = respondent selected;
C = have talked with respondent (give any instructions
helpful for interview)]

It is important that we interview a man in some households and a woman in others so that the results will truly represent all people in your neighborhood. To find out who I need to talk to in your household, I need to ask two short questions.

Q-1 The first one is, how many people 18 years and older live in this household, including yourself?

CIRCLE ANSWER IN THIS ROW

Q-2 How many of them are men?

↓

CIRCLE ANSWER IN THIS COLUMN →

Version II	1	2	3	4 OR MORE
0	Woman	Youngest Woman	Youngest Woman	Oldest Woman
1	Man	Man	Oldest Woman	Man
2		Oldest Man	Woman	Oldest Woman
3			Youngest Man	Woman or Oldest Woman
4+				Oldest Man

(INTERVIEWER: CIRCLE CATEGORY AT INTERSECTION. IF SPECIFIED PERSON IS TALKING TO YOU, START INTERVIEW. OTHERWISE SAY:)

Okay, according to the method we use, I need to interview the _____ (sex) in your household.

(IF PERSON ON LINE IS RIGHT SEX)

(IF PERSON ON LINE IS WRONG SEX)

↓
Would that be you?

YES 1
NO 2

→ May I speak with that person?

YES

NO

↓
WHEN SELECTED PERSON ANSWERS REPEAT INTRODUCTION AND START INTERVIEW

→ When may I call back to reach (him/her)?

So that I will know who to ask for what is (his/her) name? (REPEAT BACK TO BE SURE YOU HAVE IT AND SHOW PRONUNCIATION IF IT IS A PROBLEM.) IF RESPONDENT OBJECTS TO PROVIDING NAME: "We only need the person's first name, the last name isn't necessary."

→ (START INTERVIEW)

The questions I need to ask should take about fifteen minutes. But before starting I want to emphasize that your answers will of course, remain completely confidential. Also, I would be happy to answer any questions you might have about the study either now or later. Okay?

1. I'd like to start out by asking some questions about how you feel about your neighborhood. First, I'll ask some questions about what kind of place it is. Would you please tell me if you agree or disagree with each of the following statements about your neighborhood?

	<u>AGREE</u>	<u>DISAGREE</u>	<u>DON'T KNOW</u>
Do you agree or disagree that your neighborhood is attractive?	1	2	3

(INTERVIEWER: REPEAT "DO YOU AGREE OR DISAGREE" AS NECESSARY.)

Is clean?	1	2	3
Is quiet?	1	2	3
Has well-maintained property?	1	2	3
Has adequate recreational space?	1	2	3

2. People have different ideas about what a neighborhood is. When you think of your "neighborhood," what area do you think of? (RECORD AS COMPLETELY AS POSSIBLE. IF RESPONDENT IS COMPLETELY UNABLE TO ANSWER QUESTION, HAS NEVER THOUGHT ABOUT IT, ETC., SKIP TO QUESTION 5.)

(IF NOT SPECIFIED, ASK): How far does your neighborhood go? What are its boundaries?

3. Can you name two or three buildings, streets, or other places that are important parts of your neighborhood? (LIST UP TO THREE PLACES.)

(PROBE): Anything else?

4. Do you think of your neighborhood as having a particular name?

1 NO

2 YES → What is it? (WRITE DOWN ANSWER)

3 DON'T KNOW (IF RESPONDENT ANSWERS "WHITTIER,"
SKIP TO QUESTION 6a)

5. (ASK ONLY IF WHITTIER WAS NOT NAMED IN QUESTION 4)

Now I'd like to ask you some questions about the Whittier neighborhood.
Have you heard or read about the area known as the Whittier neighborhood?

1 NO →

2 YES

OK, well, let me take a minute here to fill you in a little about the Whittier neighborhood. Officially, the Whittier neighborhood is the area between Franklin and 29th Street and between Lyndale and Interstate 35W. This means that you are living in the Whittier neighborhood.
→ (SKIP TO QUESTION 7.)

6. What do you think are the boundaries of the Whittier neighborhood? That is, what area does it include? (RECORD ALL COMMENTS)

6a. IF RESPONDENT GIVES INCORRECT BOUNDARIES SAY: →

IF RESPONDENT GIVES CORRECT BOUNDARIES:

NON-WHITTIER BOUNDARIES IN QUESTION 2 → GO TO QUESTION 7.

WHITTIER BOUNDARIES IN QUESTION 2 → GO TO QUESTION 8.

7. You said earlier that you thought of your neighborhood as (REPEAT RESPONDENT'S EARLIER DESCRIPTION OF HIS/HER NEIGHBORHOOD). Do you think that the rest of the Whittier neighborhood is any different from the area you said was your neighborhood?

1 NO

2 YES → In what way? (RECORD ALL COMMENTS. PROBE: "ANYTHING ELSE?")

3 DON'T KNOW

8. How long have you lived in the Whittier neighborhood? (DON'T READ ANSWERS.)

1 LESS THAN 1 YEAR

2 1-2 YEARS

3 3-5 YEARS

4 MORE THAN 5 YEARS

5 DON'T KNOW

9. Now I'd like to ask you some questions about what changes you think have taken place in the Whittier neighborhood within the past two years. Do you think that within the past two years each of the following aspects of the neighborhood has improved, stayed the same, or gotten worse?

	<u>IMPROVED</u>	<u>STAYED SAME</u>	<u>WORSE</u>	<u>DON'T KNOW</u>
Do you think that the cleanliness of the neighborhood has:	1	2	3	4
(REPEAT "DO YOU THINK THAT..." AS NECESSARY)				
Type of people who live in the neighborhood has:	1	2	3	4
Condition of housing has:	1	2	3	4
Shopping facilities have:	1	2	3	4

(ASK ONLY IF RESPONDENT MENTIONS ANYTHING AS HAVING IMPROVED)

You mentioned that you thought (READ THINGS RESPONDENT SAYS IMPROVED) has/have improved. Who do you think is responsible for this/these improvements?

(DO NOT READ RESPONSE CATEGORIES. CIRCLE ALL ANSWERS MENTIONED BY RESPONDENT AND WRITE IN SPECIFIC ANSWERS IF MENTIONED.)

- 1 WHITTIER ALLIANCE
- 2 GOVERNMENT
- 3 RESIDENTS
- 4 BUSINESS
- 5 DON'T KNOW
- 6 OTHER (WRITE IN ANSWERS)

10. Do you think the Whittier neighborhood is a good place to raise children?

- 1 NO
- 2 YES
- 3 DON'T KNOW

11. Now I'd like to ask you some questions about crime in the Whittier neighborhood. Within the past year or two, do you think crime in the neighborhood has increased, decreased, or stayed about the same?
- 1 INCREASED
 - 2 DECREASED
 - 3 STAYED THE SAME
 - 4 DON'T KNOW
12. How about burglary specifically, that is, breaking into people's homes? Within the past year or two, do you think that burglary in the Whittier neighborhood has increased, decreased, or stayed about the same?
- 1 INCREASED
 - 2 DECREASED
 - 3 STAYED THE SAME
 - 4 DON'T KNOW
13. In general, is it easy or hard for you to tell a stranger from someone who lives on your block?
- 1 EASY
 - 2 HARD
 - 3 DON'T KNOW
14. Is your social life mostly within the Whittier neighborhood?
- 1 NO
 - 2 YES
15. Would you say you feel a part of the Whittier neighborhood, or do you think of it more as just a place to live?
- 1 PART OF NEIGHBORHOOD
 - 2 PLACE TO LIVE
 - 3 DON'T KNOW
16. One of the things we'd like to find out in this survey is how far from home people go to do different kinds of activities. Could you tell me as specifically as possible where you most commonly go: (WRITE DOWN NAME OF BUSINESS IF MENTIONED. PROBE FOR LOCATION TO THE NEAREST BLOCK. TRY TO GET ONE RESPONSE FOR EACH TYPE OF ACTIVITY. IF PERSON GOES TO SEVERAL PLACES EQUALLY OFTEN, ASK WHERE THEY WENT MOST RECENTLY.)

	<u>LOCATION</u>	<u>DON'T DO</u>
A. To do your grocery shopping?		X
B. To do your drugstore shopping?		X
C. To eat out?		X
C. When you go to bars or nightclubs?		X

17. (FOR DOOR-TO-DOOR SURVEYS, ASK ONLY IF NOT OBVIOUS.)

Next, I have some questions about your housing. What type of building do you live in? Is it a single-family house, a duplex, a triplex, a four-plex, or an apartment building with five units or more?

- 1 SINGLE-FAMILY HOUSE
- 2 DUPLEX
- 3 TRIPLEX
- 4 FOURPLEX
- 5 APARTMENT BUILDING WITH FIVE UNITS OR MORE
- 6 OTHER (SPECIFY)

18. How long have you lived in the house or apartment where you are living now? (DON'T READ CATEGORIES.)

- 1 LESS THAN 1 YEAR
- 2 1-2 YEARS
- 3 3-5 YEARS
- 4 OVER 5 YEARS
- 5 DON'T KNOW

What was the address of the place you lived before you moved to your present house or apartment? (PROBE FOR LOCATION TO NEAREST BLOCK--OR RECORD CITY.)

GO TO QUESTION 19

19. Do you own or rent your housing?

- 1 OWN
- 2 RENT
- 3 OTHER (SPECIFY)

ASK OF RENTERS ONLY

20. Would you please tell me which of the following categories comes closest to the monthly rent for your house/apt?

- 1 BETWEEN 0 - \$100
- 2 BETWEEN \$101 - \$150
- 3 BETWEEN \$151 - \$200
- 4 BETWEEN \$201 - \$250
- 5 BETWEEN \$251 - \$300
- 6 OVER \$300
- 7 DON'T KNOW
- 8 REFUSES TO ANSWER

Does this include heat?

- 1 NO
- 2 YES

ASK OF OWNERS ONLY

Would you please tell me which of the following categories comes closest to your total monthly housing costs? (IF RESPONDENT ASKS, SAY THAT THIS INCLUDES MORTGAGE PAYMENT, INSURANCE, TAXES, UTILITIES, AND MAINTENANCE.)

- 1 BETWEEN 0 - \$150
- 2 BETWEEN \$151 - \$200
- 3 BETWEEN \$201 - \$250
- 4 BETWEEN \$251 - \$300
- 5 BETWEEN \$301 - \$350
- 6 BETWEEN \$351 - \$400
- 7 OVER \$400
- 8 DON'T KNOW
- 9 REFUSES TO ANSWER

ASK OF RENTERS ONLY

21. What would you say is the condition of your apt. building/house? Would you say it is sound, needs minor repair, needs major repair, or is in critical condition?

1 SOUND
2 NEEDS MINOR REPAIR
3 NEEDS MAJOR REPAIR
4 IS IN CRITICAL CONDITION
5 DON'T KNOW

ASK OF OWNERS ONLY

- What would you say is the condition of your house/apartment? Would you say it is sound, needs minor repair, needs major repair, or is in critical condition?

1 SOUND
2 NEEDS MINOR REPAIR
3 NEEDS MAJOR REPAIR
4 IS IN CRITICAL CONDITION
5 DON'T KNOW

22. The next few questions are about the Whittier neighborhood improvement organization called the Whittier Alliance. Before we contacted you for this interview, had you ever heard of the Whittier Alliance?

1 NO → SKIP TO QUESTION 24
2 YES
3 DON'T KNOW

23. (IF RESPONDENT HAS HEARD OF WHITTIER ALLIANCE, ASK): In general, how do you feel about the job that the Whittier Alliance is doing to improve the Whittier neighborhood? Would you say it is excellent, good, fair, or poor?

1 EXCELLENT
2 GOOD
3 FAIR
4 POOR
5 DON'T KNOW

24. Now I am going to read you a list of programs that have been sponsored by the Whittier Alliance. For each one, I'd like you to tell me whether or not you have ever used this program.

Have you ever used any of the Whittier Alliance housing improvement programs?

1 NO → Have you ever heard or read about these housing improvement programs?
2 YES
3 DON'T KNOW

1 NO
2 YES

Which one or which ones? (LIST ALL PROGRAMS USED. PROBE: "ANY OTHERS?")

25. Have you or your landlord made any [other] home improvements within the past two years?

- 1 NO
- 2 YES

26. Have you used any of the security improvement programs sponsored by the Whittier Alliance?

- 1 NO
- 2 YES
- 3 DON'T KNOW

Have you heard or read about these security improvement programs?

- 1 NO
- 2 YES

Which one or which ones? (LIST ALL PROGRAMS USED. PROBE: "ANY OTHERS?")

27. Have you participated in the tree planting program sponsored by the Whittier Alliance?

- 1 NO
- 2 YES
- 3 DON'T KNOW

Have you heard or read about the tree planting program?

- 1 NO
- 2 YES

28. Now I have some questions about activities that have been going on in the Whittier neighborhood. For each one, would you please tell me whether or not you have participated in this activity within the past year?

	<u>NO</u>	<u>YES</u>	<u>DON'T KNOW</u>
Have you participated in:			
The Rose Fete?	1	2	3
(REPEAT "HAVE YOU PARTICIPATED IN..." AS NEEDED)			
Your block or apartment club?	1	2	3
Whittier Alliance meetings?	1	2	3
Precinct caucus meetings?	1	2	3

29. Finally, we have a few questions about yourself, for statistical purposes only. Let me re-emphasize that your answers will remain completely confidential. How many children under 18 live at home with you?

0 0
1 1
2 2
3 3
4 4 OR MORE

(IF ONLY ONE ADULT IN HOUSEHOLD,
SKIP TO QUESTION 32)

IF MORE THAN ONE ADULT
IN HOUSEHOLD ASK:

- 30. How many people living in your household are contributing to its gross income?

0 0
1 1
2 2
3 3
4 4 OR MORE

IF MORE THAN ONE ADULT
IN HOUSEHOLD ASK:

- 31. How many of the people in your household are presently unemployed and looking for work?

0 0
1 1
2 2
3 3
4 4 OR MORE

32. What was the approximate annual income for all members of your household before taxes during 1978? Was it:

(REPEAT UNTIL "YES," THEN CIRCLE)

LESS THAN \$4,000	YES	1
LESS THAN \$8,000	YES	2
LESS THAN \$12,000	YES	3
LESS THAN \$15,000	YES	4
LESS THAN \$20,000	YES	5
LESS THAN \$25,000	YES	6
	NO	7
DON'T KNOW		8
REFUSED		9

33. What is your occupation/the occupation of the main wage earner or head of your household?

OCCUPATION _____

→ IF STUDENT, HOUSEWIFE, OR RETIRED, SKIP TO QUESTION 35.

(ASK ONLY IF RESPONDENT LISTED A SPECIFIC OCCUPATION)

→ 34. Are you (is she/he) presently employed, unemployed, or retired?

- 1 EMPLOYED
- 2 UNEMPLOYED
- 3 RETIRED

35. How old were you on your last birthday?

_____ YEARS

36. Which racial group do you consider yourself a member of?

- 1 WHITE
- 2 BLACK
- 3 AMERICAN INDIAN
- 4 OTHER
- 5 REFUSED

That's all the questions we have. Thank you very much for your help.

INTERVIEWER COMMENTS:

APPENDIX C

INTRA-NEIGHBORHOOD DIFFERENCES

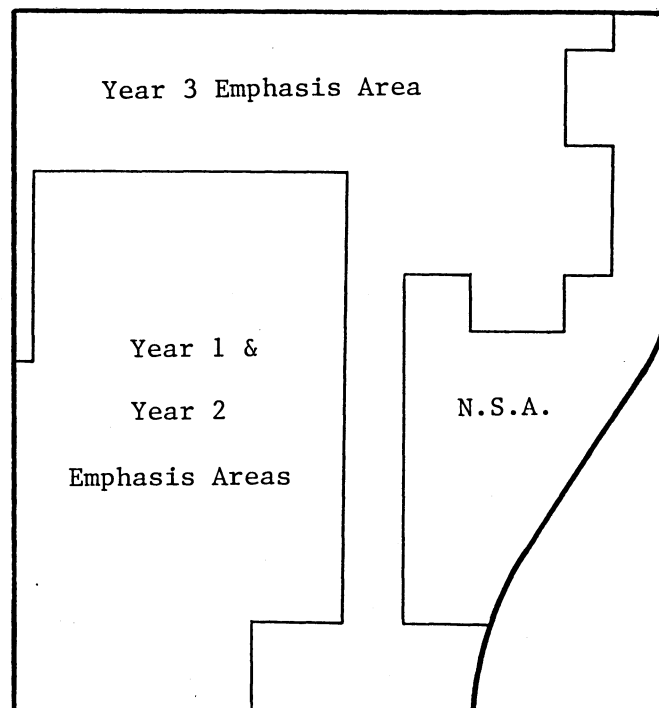
In each of its first two program years, the Whittier Alliance has designated a portion of the neighborhood as an Emphasis Area in order to maximize participation in Whittier Alliance programs by residents of these areas. Emphasis Areas for Years 1 and 2 are contiguous to each other on the west side of Nicollet (see Map 1). During this period of time the city of Minneapolis has designated a Neighborhood Strategy Area (NSA) along the eastern border of the Whittier neighborhood, an area comprised of some of the poorest quality housing and most needy population in the neighborhood. The NSA receives concentrated investment through programs funded with community development block grants from the Minneapolis Housing and Redevelopment Authority (MHRA). A residual area along the northern boundary of the neighborhood and extending south along Nicollet Avenue has not as yet received concentrated attention for residential improvement, although the Whittier Alliance has recently designated this area as its Year 3 Emphasis Area.

This final preliminary report on the 1979 Whittier Attitude Survey will analyze intra-neighborhood differences on the basis of the three sub-areas shown on Map 1 (Year 1 and Year 2 Emphasis Areas combined, Year 3 Emphasis Area and The N.S.A.).

The report is organized in order to provide comparisons between sub-areas on population characteristics, attitudes about the neighborhood, and familiarity with the Whittier Alliance and its programs. While an analysis of smaller units within the neighborhood is a useful way to assess variations within the neighborhood population, each subarea itself provides only an average measure that masks a great deal of diversity within the subarea. The Year 1 and Year 2 Emphasis Areas include not only the remaining stately

mansions along Pleasant and Pillsbury Avenues, but also a considerable stock of modest single family and duplex structures that, until the mid-70s, were slowly squeezed out to make room for the 2 1/2 story walk-up apartment buildings. The NSA, replete with the problems of a transient, low-income renter population, also houses some of the neighborhood's long-established residents in single-family homes. The Year 3 Emphasis Area perhaps provides the fewest internal contrasts since much of the early housing stock in the area was apartment buildings. Among its population, however, the low-income, transient population of the northwest corner contrast sharply with the inhabitants of the large houses along Pillsbury and Blaisdell Avenues, and perhaps even more sharply with the long-time occupants of the Fair Oaks Apartments, across from the Minneapolis Art Institute.

MAP 1.



DEMOGRAPHIC CHARACTERISTICS

Economic

On the whole, the survey respondents in the Year 3 Emphasis Area and the Year 1 and 2 Areas are fairly similar to one another, but differ markedly from the survey respondents population of the NSA.

On the average, Year 3 Emphasis Area households have a slightly higher average income, and a higher proportion of its workforce in white collar, professional,

technical, or managerial occupations than in the Year 1 and 2 Emphasis Areas. The rate of unemployment in the emphasis areas is higher than the Minneapolis October 1979 figure of 3.9 percent, standing at 6-7 percent in the two areas. About two-thirds of the households have only one wage earner. The average household income of the NSA population is significantly lower than in the rest of the neighborhood. Factors contributing to low average household income in the NSA include a larger proportion of single wage earner households, a higher unemployment rate (14 percent) and a rather large number of retired persons as well as a workforce that is concentrated most heavily in lower paying clerical, sales and service occupations.

TABLE 1

	<u>Year 3</u> <u>Emphasis</u>	<u>Year 1 & 2</u> <u>Emphasis</u>	<u>NSA</u>
INCOME			
< 8000	32.0	29.5	57.9
8000-20000	56.5	59.7	36.8
>20000	15.6	10.8	5.3
OCCUPATION			
Prof., tech., managerial	37.9	26.6	9.8
Clerical, sales, service	29.8	36.4	39.0
Crafts, laborers	16.1	18.9	14.6
Retired	16.1	18.2	36.6
EMPLOYMENT			
Employed	71.5	75.2	51.2
Unemployed	7.7	6.0	14.0

Age Status

Year's 1 and 2 Emphasis		TABLE 2		
		Year 3 Emphasis	Year 1 & 2 Emphasis	NSA
Areas have perhaps the youngest population with 33 percent of the respondents under 24 years	Age of Respondents			
	18-24	19.1	33.1	22.9
	25-44	53.7	43.5	33.3
old. In Year 3 Emphasis Area, a majority of respondents are between ages 25 and 44. The	45+	22.8	20.7	41.7
	Children Under 18			
	0	86.6	88.3	81.3
NSA has a substantial portion	1	6.7	7.8	8.3
	2+	6.7	3.9	10.4

of its population (41.7 percent) in age groups older than 45. Coincident with this age structure is a very low incidence of households with traditional family structure: incidence of households with children under 18 parallels the age structure. The age distribution in the population reflects the fact that the majority of households in all sub-areas of the neighborhood are single-person households.

Housing

Most residents in Whittier		TABLE 3		
		Year 3 Emphasis	Years 1 & 2 Emphasis	NSA
are renters (86.6 percent) and nearly the same ratio of owners	Own	12.8	12.3	16.7
	Rent	87.2	87.0	83.3
TYPE OF BLDG.				
to renters is found in the three subareas. In the Year 3 Emphasis Area, 81 percent of the popula-	Single-family	2.8	6.6	12.5
	2-4 units	14.1	17.3	21.3
	Apts. (5+ units)	81.1	73.6	62.5

tion lives in apartment buildings of five or more units, leaving roughly 6 percent of the renter population in structures with 1-4 units. In the balance of the neighborhood, one more commonly finds rental units in 1-4 unit structures. Lower rents were reported in the NSA; Year 3 Emphasis Area shows a slightly greater proportion of high rent units than do

the Year 1 and 2

TABLE 3/continued

Emphasis Areas. Low rents

Year 3 Emphasis	Year 1 & 2 Emphasis	NSA
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are found most commonly in

MONTHLY RENT

1-4 unit structures.	0-150	11.3	9.6	33.3
	\$150-200	38.3	35.6	33.3
	\$200-250	28.7	37.8	12.8
The Year 1 and 2 Emphasis	\$250+	21.7	17.0	20.5

Areas show the greatest abun-

LENGTH OF
RESIDENCE

dance of short-term residents,	< 2 years	59.2	66.3	48.0
with 66 percent of the respon-	3-5 years	17.0	15.6	10.4
dents having lived at their	5+ years	23.7	18.2	41.7

current address less than two years. The NSA population is split between recent newcomers -- mostly renters, and long-term residents -- mostly homeowners. When asked to rate the quality of their own housing unit, residents in the Years 1 and 2 Emphasis Areas give the highest rating overall, while residents in the NSA are most critical of their housing units.

ATTITUDES

TABLE 4

General

Year 3 Emphasis	Year 1 & 2 Emphasis	NSA
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Positive attitudes about

the neighborhood are found most

ATTRACTIVE

commonly among residents in the

Agree	64.7	69.7	45.8
Disagree	30.9	26.3	47.9

Year 1 and 2 Emphasis Area.

CLEAN

Residents of this area agree

Agree	73.7	64.7	55.3
Disagree	25.6	33.3	42.6

more often than residents of

either the NSA or Year 3 Emphasis Area that the neighborhood is attractive, quiet, and has adequate recreational space. Residents in the Year 3 Emphasis Area have very positive attitudes about their neighborhood, too, especially

with regard to its cleanli-

ness; Year 3 Emphasis Area

residents disagree most with

the suggestion that their

neighborhood is quiet. Great-

est dissatisfaction with the

neighborhood is found in the

NSA where the highest rates

of disagreement of all three

areas are found for the qual-

ities attractive, clean, well-

maintained and adequate recrea-

tional space. NSA residents are

less likely than residents in the remainder of the neighborhood to consider

their neighborhood a good place to raise children.

About Change

When asked about changes

they have perceived in the

neighborhood in the past two

years, a similar response

pattern emerges. The NSA shows

a higher proportion of res-

ponses that things have gotten

worse. In some cases, such as

TABLE 4/continued

		Year 3 Emphasis	Year 1 & 2 Emphasis	NSA
	QUIET			
	Agree	49.6	61.0	60.4
	Disagree	49.6	37.7	39.6
	WELL-MAINTAINED			
	Agree	68.9	70.7	56.3
	Disagree	30.4	25.3	39.6
	ADEQUATE RECREA- TIONAL SPACE			
	Agree	51.9	64.7	40.0
	Disagree	37.0	27.5	53.3
	GOOD PLACE TO RAISE CHILDREN			
	Yes	40.4	47.4	31.3
	No	44.1	42.9	56.3

TABLE 5

		Year 3 Emphasis	Year 1 & 2 Emphasis	NSA
	CLEANLINESS			
	Improved	32.4	38.6	35.4
	No change	44.9	39.9	35.4
	Gotten worse	13.2	8.5	22.9
	PEOPLE TYPE			
	Improved	18.4	15.8	14.6
	No change	50.0	50.7	45.8
	Gotten worse	16.2	17.1	29.2

change in housing condition,
this negative response is off-
set by a high rate of agree-
ment that things have improved.
There are no discernible dif-
ferences among respondents in
the Year 1 & 2 Emphasis Areas

TABLE 5/continued

		Year 3 Emphasis	Year 1 & 2 Emphasis	NSA
HOUSING				
	Improved	44.9	42.9	50.0
	No change	34.6	34.4	18.8
	Gotten worse	11.8	11.7	22.9
CRIME				
	Improved	30.9	24.7	29.2
	No change	38.2	37.7	39.6
	Gotten worse	8.8	10.4	10.4

and Year 3 Emphasis Area in their opinions that things have either improved or stayed the same. Very few residents in the neighborhood perceive any decrease in crime, and this response does not vary significantly between subareas.

About Whittier Alliance

Although it might be ex-
pected that residents in the
Year 1 and 2 Emphasis Areas
would be more familiar with
the Whittier Alliance and its
programs, this has not proven
to be the case. In fact, there
is no discernible difference
between subareas in response
to the question, "Have you
heard of the Whittier Alliance?"
As for individual programs of
the Alliance, there is like-
wise no apparent variation
in the resident's degree of
familiarity: roughly 40 per-

TABLE 6

		Year 3 Emphasis	Years 1 & 2 Emphasis	NSA
HEARD OF WHIT- TIER ALLIANCE				
	Yes	73.1	69.5	72.9
	No	26.1	29.2	27.1
HEARD OF/USED				
	Security Programs	27.6	29.2	33.3
	Tree planting Program	40.3	41.6	43.8
	Housing Programs	38.1	43.5	50.0
HAVE PARTICI- PATED IN				
	Block/apt club	8.2	5.2	12.5
	Whittier Alli- ance meeting	5.2	5.2	14.6
	Precinct caucus	4.5	3.9	8.3

cent in all three areas are

familiar with the tree planting

program; about 30 percent have

heard of or used the security

programs; a slightly lower level

of familiarity with the Alliance's

housing programs was found in the

TABLE 6/continued

	Year 3 Emphasis	Year 1 & 2 Emphasis	NSA
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RATE WHITTIER
ALLIANCE

Excellent	14.2	18.8	10.4
Good	25.4	26.2	33.3
Fair	6.7	4.7	6.3
Poor	1.5	1.3	2.1

Year 3 Emphasis Area. Residents in this area have been more likely than residents of the Year 1 and 2 Emphasis Areas to have made home improvements unassisted by Alliance programs in the last two years. Residents of the NSA have been the most active participants in Whittier Alliance and block club meetings, as well as in their precinct caucus meetings. Overall rating of the Alliance's work in the neighborhood shows a slightly higher rating in the Year 1 and 2 Emphasis Areas.

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